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CITY OF ESCALON

GENERAL PLAN





FINAL

ENVIRONMENTAL IMPACT REPORT

CITY OF ESCALON 1987 GENERAL PLAN UPDATE

FEBRUARY, 1988

CERTIFIED BY ESCALON CITY COUNCIL MAY 2, 1988

City of Escalon 1855 Coley Avenue Escalon, California 95320

State Clearinghouse No. 87051224



FINAL ENVIRONMENTAL IMPACT REPORT

CITY OF ESCALON 1987 GENERAL PLAN UPDATE

Table of Contents

	Page
Explanation of the Process	A-1
Comments on Draft EIR	A-2
Response to Comments on Draft EIR	A-24
Draft Environmental Impact Report	A-29

Explanation of the Process

In early 1986, the City of Escalon began discussing the possibility of a major update of its General Plan. Work began on the update in August, 1986 and a first rough draft was available for review a few months later. Once the draft was finalized, an initial study was conducted and it was determined that an Environmental Impact Report was needed.

Notices of Preparation were sent to all affected agencies, a list of which is attached. Based on the initial study and comments received, a draft EIR was prepared and circulated beginning August 8, 1987. The DEIR was circulated to the same agencies as the Notice of Preparation. Comments were received and responses prepared. The enclosed Final EIR includes the draft EIR, all of the comments received and responses to those comments. Public hearings will be held at the Planning Commission and City Council prior to certification of the Environmental Impact Report.

City of Escalon General Plan Update

The Notice of Preparation of the Draft E.I.R. was mailed to the following agencies:

Cffice of Planning and Research 1400 Tenth Street Room 121 Sacramento, CA. 95814

San Joaquin County Planning Division 1810 East Hazelton Avenue Stockton, CA, 95205

San Joaquin County Council of Governments 1810 E. Hazelton Avenue Stockton, CA. 95205

Modesto City Council 801 11th Street Modesto, CA. 95353

South San Joaquin Irrigation District 11011 E. Highway 120 Manteca, CA. 95336

Escalon Fire Department P.O. Box 383
Escalon, CA. 95320

Stanislaus County Planning and Community Development 1100 H Street Modesto, CA. 95354

Jack Ferguson
Office of Planning & Research
1400 Tenth Street
Sacramento, CA. 95814

Stanislaus County Counsel P.O. Box 74 Modesto, CA. 95353

Riverbank City Council 6707 Third Street Riverbank, CA. 95607

Caltrans 1087 East Charter WAy Stockton, CA. 95201

Local Agency Formation Commission 1810 E. Hazelton Avenue Stockton, CA. 95205

City of Escalon General Plan Update

The Draft Environmental Impact Report was mailed to the following agencies:

Office of Planning and Research 1400 Tenth Street Room 121 Sacramento, CA. 95814 Stanislaus County Planning and Community Development 1100 H Street Modesto, CA. 95354

San Joaquin County Planning Division 1310 East Hazelton Avenue Stockton, CA, 95205 Jack Ferguson
Office of Planning & Research
1400 Tenth Street
Sacramento, CA. 95814

San Joaquin County Council of Governments
1810 E. Hazelton Avenue
Stockton, CA. 95205

Tracy Community Development Department 325 East Tenth Street Tracy, CA. 95376

South San Joaquin Irrigation District 11011 E. Highway 120 Manteca, CA. 95336 Stockton Community
Development Department
425 North El Dorado Street
Stockton, CA. 95202

Local Agency Formation Commission 1810 E. Hazelton Avenue Stockton, CA, 95205

Ripon Planning Department 311 West First Street Ripon, CA. 95336

Modesto Planning and Community Development P.O. Box 642 Modesto, CA. 95353 Manteca Planning Department P. O. Box 3000 Manteca, CA. 95336

Lodi City Planning Commission Call Box 3006 Lodi, CA. 95241-1910

Camilla Cleary

Department of Housing and Community Development Division of Housing Policy Development 921 Tenth Street. Sacramento, CA. 95814 COMMENTS ON DRAFT ENVIRONMENTAL IMPACT REPORT

COMMENTS ON DRAFT ENVIRONMENTAL IMPACT REPORT

During the comment period of August 8, 1987 to September 22, 1987, comments were received from San Joaquin County Department of Planning and Building Inspection, the Local Agency Formation Commission of San Joaquin County, Stanislaus County Department of Planning and Community Development, the Public Utilities Commission, California Department of Food and Agriculture, and the California Department of Conservation. Following the formal comment period, a comment was received from CALTRANS. All of the comments received are attached.

BUILDING PHONE: 209/944-3701

CHET DAVISSON Director

JERRY HERZICK Deputy Director

TOM WALKER Deputy Director

September 9, 1987

Ms Pam Carder Post Office Box 248 Escalon, CA 95320

Dear Ms Carder:

We have reviewed the City of Escalon's Draft General Plan and Environmental Impact Report. Our only comment is that there needs to be an analysis of the consistency between the proposed General Plan and the San Joaquin County Air Quality Management Plan (AQMP). More specifically, the population and growth projections used on the General Plan should be reviewed to assure that they are consistent with those used on the AQMP. In addition, an implementation measure in the AQMP requires that the cities work toward maintaining air quality once the federal air quality standards are met. The General Plan policies should be reviewed to assure that this will be implemented.

Thank you for the opportunity to review these documents and we look forward to reviewing the Housing Element when it is available.

Sincerely,

PEGGY KERANEN SENIOR PLANNER

PK/LI/fa c: 0.6.00.06 LOCAL AGENCY FORMATION COMMISSION

LAFCO

1810 EAST HAZELTON AVENUE STOCKTON, CALIFORNIA 95205 PHONE: 209/944-2196

OF SAN JOAQUIN COUNTY

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DEPUTY COUNTY COUNSEL

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DAVID C. E. S

COMMISSION MEMBERS

EVELYN M. OLSON, CHAIRMAN

LODI CITY COUNICL MEMBER

STANLEY MORTENSEN. ALTERNATE PUBLIC MEMBER RICHARD O. HASTIE. ALTERNATE TRACY CITY COUNCIL MEMBER

September 15, 1987

Pam Carder PO Box 248 Escalon, CA 95320

Re: Update of City of Escalon General Plan Draft EIR

LAFCo has reviewed the referenced DEIR and submits the following comments:

- 1. The DEIR appears to adequately cover most concerns of LAFCo as a responsible agency.
- LAFCo will need nine copies of the final EIR and a copy of the "statement of overriding considerations" concerning agland conversion.

Thank you for the opportunity to comment.

Sincerely,

GERALD F. SCOTT

Executive Officer

GFS: jdh



Stanislaus County

Department of Planning and Community Development

1100 H STREET

MODESTO, CALIFORNIA 95354

ATSS: 482-6330 PHONE: (209) 571-6330

August 21, 1987

Pam Carder City of Escalon P.O. Box 248 Escalon, CA 95320

RE: Draft EIR - General Plan Update.

Dear Mrs. Carder:

We have circulated the Draft EIR through the department and offer the following suggestions:

- 1. Given the process chosen to prepare this Draft EIR, it would be very helpful if a Draft General Plan were attached. Please send a Draft General Plan so we can thoroughly review the Draft EIR.
- 2. It would be helpful if a table of contents or index and a summary were included in the Draft EIR.

Thank you for the opportunity to comment. We will be looking forward to receiving a copy of the Draft General Plan so we might comment further on the Draft EIR.

Sincerely,

Ron E. Freitas Senior Planner

REF:j1,p15

OFFICE OF PLANNING AND RESEARCH

1400 TENTH STREET SACRAMENTO, CA 95814



September 23, 1987

Lou Thanas City of Escalon 1855 Coley Avenue Escalon, CA 95320



CITY OF ESCALON

Subject:

The City of Escalon 1987 General Plan Update

SCH# 87051224

Dear Mr. Thanas:

The State Clearinghouse submitted the above named draft Environmental Impact Report (EIR) to selected state agencies for review. The review period is closed and the comments of the individual agency(ies) is(are) enclosed. Also, on the enclosed Notice of Completion, the Clearinghouse has checked which agencies have commented. Please review the Notice of Completion to ensure that your comment package is complete. If the package is not in order, please notify the State Clearinghouse immediately. Your eight-digit State Clearinghouse number should be used so that we may reply promptly.

Please note that recent legislation requires that a responsible agency or other public agency shall only make substantive comments on a project which are within the area of the agency's expertise or which relate to activities which that agency must carry out or approve. (AB 2583, Ch. 1514, Stats. 1984.)

These comments are forwarded for your use in preparing your final EIR. If you need more information or clarification, we suggest you contact the commenting agency at your earliest convenience.

Please contact Norma Wood at 916/445-0613 if you have any questions regarding the environmental review process.

Sincerely,

David C. Nunenkamp

Chief

Office of Permit Assistance

cc: Resources Agency

Enclosures

PUBLIC UTILITIES COMMISSION

'5 VAN NESS AVENUE N FRANCISCO, CA 94102 557-9884 T. S. Joe



September 18, 1987

File No. 183-39/EIR

Norma Wood
Office of Planning & Research
1400 Tenth Street - Room 121
Sacramento, CA 95814

Dear Miss Wood:

Reference is made to the City of Escalon's draft Environmental Impact Report (EIR) for the "City of Escalon 1987 General Plan Update", SCH #87051224.

We have reviewed this update and since we did not receive a copy of the Escalon General Plan, which this update refers to, are unable to determine if the following comments have been previously addressed.

The Atchison, Topeka and Santa Fe Railway Company which operates up to 16 trains daily through the area bisects the City diagonally into two parts. In addition all four railroad crossings are atgrade which impede and preclude uninterrupted travel from one part of the City to the other. Becuase of this, the staff is of the opinion that any General Plan, including updates, should address traffic volumes, congestion, level of service, delays, queues and traffic patterns & circulation through the City's main roadways. Consideration should also be given to the separation of grade of at least one of these railroad crossings to allow emergency vehicles (fire, police, medical) to response without impediment.

Another concern to us which does not seem to have been considered is the area by the intersection of Yosemite Avenue (SR 120) and McHenry Avenue where the tracks of the Tidewater Southern Rail-road curve around the mini mart. Our concern is the fact that vehicles park between the tracks and the gas pumps from the mini mart. Should any derailment or mishap occur on the curved track area, we believe a hazardous situation will exist if for no other reason then the fact that the gasoline pumps would probably be involved in any such mishap. We believe that any General Plan update should consider this potentially hazardous problem.



Norma Wood Office of Planning & Research September 18, 1987 Page Two

Lastly, we note that most of the areas surrounding or adjacent to the railroad tracks are zoned for residential. In view of the train noises and vibrations, what mitigation measures are proposed for these impacts?

Very truly yours,

Robert W. - Stick

ROBERT W. STICH, Supervisor Special Projects Section Rail/Transit Planning & Policy Branch Transportation Division

cc: Lou Thanas
City of Escalon
1855 Coley Avenue
Escalon, CA 95320

Memorandum

Ms. Norma Wood
State Clearinghouse
Office of Planning and Research
1400 Tenth Street, Room 121
Sacramento, California 95814

Date: September 15, 1987

Place : Sacramenj

From : Department of Food and Agriculture—1220 N Street, Room 104 Sacramento, CA 95814

Subject: SCH No. 87051224 -- City of Escalon 1987 General Plan Da

The California Department of Food and Agriculture (CDFA) has reviewed the Draft Environmental Impact Report (DEIR) for the above referenced General Plan Update. As the specific changes in the general plan are not listed in the DEIR, it is assumed that the only change affecting agriculture is the addition of 160 acres to the City's Sphere of Influence. The CDFA has the following comments and recommendation.

1. Conversion of Farmland to Urban Uses

Although the DEIR does not discuss the current agricultural uses of the land to be added to the sphere of influence, most of the land around the City of Escalon is in orchards and vineyards. Urban development would permanently convert this prime agricultural land to urban uses.

3. Conflict Between Homeowners and Agricultural Operations

The CDFA is concerned about developments that introduce land uses which conflict with pre-existing agricultural operations in the vicinity. Some conflicts which may arise between agricultural and residential areas are due to noise, dust, chemical usage, trespassing, and traffic. The DEIR mentions that the General Plan contains policies to reduce agricultural/residential conflicts but does not list these measures. Appropriate mitigation could include buffer zones between urban and agricultural areas (hopefully consisting of urban lands rather than removing further agricultural lands from production), a right-to-farm ordinance, decreasing residential densities on the urban fringe, and the placement of agricultural land into preserves as equivalent land is developed.

4. Growth-inducing Impacts

Development may cause pressure to develop other nearby farmland. Growth-inducing impacts can have a negative effect on agriculture when they encourage the premature development of agricultural land. Land in the Sphere of influence, which could potentially be annexed to the city and developed, should be located in areas which would minimize growthMs. Norma Wood Page Two September 15, 1987

inducing effects. The CDFA supports the City's Growth Management Ordinance which limits development to 75 new dwellings per year.

This DEIR seems to discuss the growth impacts of the current Plan rather than the effects of the changes to the General Plan. It can be assumed that development within the current City Limits has already been taken into consideration during the latest review of the General Plan. This Update involves specific changes in the Plan and thus only those effects relating to these changes should be discussed. Although we had previously commented on the Notice of Preparation (NOP) for this project, no outside comments were included with the plan so we cannot tell if this letter was considered.

The CDFA would like to see the following discussed further before a decision is made on this update: (1) both the current and proposed City Limits, Sphere of Influence, land uses and designations, and zoning, as well as an inventory of the undeveloped land in and around the City; (2) the specific changes in the General Plan; (3) the need for expansion of the Sphere of Influence at this time; (4) the current policies of the City in relation to urban-agricultural conflicts; (5) the location of agricultural preserves or Williamson Act lands in and around the City; and (6) alternative locations for the additional Sphere of Influence land which might minimize urban-agricultural conflicts, conversion of prime agricultural land, and growth-inducing impacts. I have included a copy of the Loss of Agricultural Lands section from a DEIR, which we found to be a thorough discussion, as an example of a good analysis of environmental effects. This discussion is in reference to a specific project rather than a General Plan but should be helpful in the consideration of the effects of the General Plan Update.

The CDFA recognizes the reality of California's growing population and the concomitant need for additional urban development, but we are especially concerned about the rate at which farmland is being converted to urban uses. The current DEIR does not adequately discuss the General Plan Update and its effects on agriculture. Thus, the CDFA recommends further discussion and consideration of the above mentioned areas before this update is approved.

Ilona Rice

Research Assistant

Clond Rice

(916) 322-6832

Enclosure

The proposed amendment to the General Plan would permit the division of land into large-lot homesites with hobby farm activities. This proposal is a departure from the policies of the previous plans. The result will be to reduce the available farm land acreage and introduce residential uses to the area which may conflict with other existing farming activities.

V. IMPACTS UPON THE ENVIRONMENT

A. LOSS OF AGRICULTURAL LANDS

The area is an agriculturally productive region of the County. The soil types, availability of water and drainage, and configuration of the parcels make this area conducive to the growing of fruits and nuts. Crops common to the area are English walnuts, peaches, prunes, and kiwi. Some grain crops are evident in areas where old orchards have been removed and have not been replaced by young trees.

Much of the area was subdivided into ten +/- acre lots by the Sunset Colony Subdivision in the early 1900's. A series of the lots along the west side of Madden Road and scattered elsewhere in the area were resubdivided into 5 +/- acre lots in early to mid 1970's. These subdivisions have had an adverse impact on agricultural activities in the area. Usually about l acre of land is devoted to the homesite, which includes a home, accessory buildings, and driveways. The remainder of the land is often retained as part of the original orchard and is maintained as a quasi-landscaped area. In some cases, specialty crops such as kiwi are planted and some areas are left fallow. Generally, the non-farmer resident in the area is employed at a professional The farming of the land becomes recrealevel or is retired. tional or therapeutic in nature. (One small farmer jokingly stated that he would rather spend his time and money farming his yard than lying on a psychiatrist couch.) Very few of the area residents rely on the land for subsistence farming or make any money from their efforts in excess of their expenses. The value to the resident/small farmer, therefore, is a life style which offers a degree of privacy, isolation, and quietude. This is dramatically evident by observing the siting of homes in the area which are often located in the center of the property with as large yards as possible.

Once a parcel is approved for a subdivision, it begins to lose its agricultural utility. Even though it may be controlled by one owner, the expectation of the sale of land influences the amount of time and money that is spent on the parcel to maintain agricultural use. Trees are no longer sprayed for disease, irrigation and fertilization are ignored or delayed, and weed

control is not maintained. Often the land selected for conversion to homesites contains orchards that are nearing the end of their productive life and need to be replaced. The cost of tree replacement and the prospect of several non-productive years influence the farmer's decision to sell the parcel for homesites.

The sale of a parcel further complicates any farming of the property because of the inability of an absentee landowner to care for the property and the reluctance of a nearby farmer to lease small parcels on a piecemeal basis. It is not unusual for several years to lapse between the time that a tentative subdivision map is approved and construction of homes begins. During this time, orchards can deteriorate to a point where they are marginally productive or become a detriment to surrounding land.

The construction of a home, accessory buildings, swimming pool, lawns and driveways usually requires about one to one-and- one-half acres. In the process, portions of the parcel are regraded which may destroy the irrigation system that serviced the agricultural crops.

Upon occupancy of the land by the homeowner, the agricultural productivity of the land may appear to be revived.

This revival is all too often short-lived. The new land-owner does not have the expertise in farming practices, equipment for proper maintenance, nor the time to properly care for the property. If the small farmer successfully produces a crop, harvesting and finding a market for the crop present a new set of problems. Much of the agricultural marketing is controlled by large growers, growers associations, and cooperatives, and it is difficult for the small independent producer to compete in this system.

The addition of animals to the property compacts the soil, damages the trees and hastens the demise of any agricultural production. Usually within three to five years after homes are constructed, the agricultural portion of the land becomes maintained open space, pasture land or weed patches. Except for small family gardens and the raising of a 4-H project, the agricultural use of the land is lost. This is a long-term loss because the ownership patterns and placement of improvements generally discourage recombinations of land into farmable units.

In some cases, landowners convert the land to specialty crops such as kiwi, grapes, strawberries, or to truck farms. These activities can be successful; however, they often require a large investment in time and money and are subject to fluctuating markets. These uses are normally beyond the scope of the average landowner.

A secondary effect is the impact on adjacent lands. These

impacts occur as conflicts between agricultural and residential uses and are a "nuisance" in nature. The application of restricted chemicals to fields require a minimum setback of 100 feet from any residence. If accidents occur or complaints are received, it may become necessary to have an inspector from the Agricultural Commission Department on site during spraying. Complaints about dust, aircraft noise, and equipment operation are common. Certain sprays and chemicals are harmful to plants and animals that are located on adjacent land. Animals may be sensitive to low flying aircraft and other noises and injure themselves. Unattended equipment becomes an attractive nuisance. Farm equipment is vandalized, irrigation pumps, pipes and sprinklers are damaged, irrigation checks are destroyed, people and vehicles trespass on farm land. In addition, animals escape their confinement and domestic animals such as dogs and cats roam the fields. It is reported that the influence of a residential development can extend one-half mile or more from its site into adjacent farm land. Usually these conflicts cause an annoyance between neighbors; however, when compounded by other farming problems, these conflicts can make the difference between the success and failure of a farming operation. As a matter of record, it can be documented that once development occurs in an area, requests for additional development is precipitated. common reason cited is the fact that it is more difficult to farm the property adjacent to a developed area.

Area lost to development - 500 to 1,200 acres depending on the option chosen.

Area impacted in addition to area lost - 950 to 1,650 acres depending on the option chosen.

The 1985 Sutter County Annual Crop Report prepared by the Sutter County Agricultural Commission identifies the following county-wide acreage, production and value for the listed crops:

CROP		PER ACRE YIELD/TONS	UNIT VALUE PER TON	TOTAL VALUE
Kiwi fruit Peaches (Clingstone) Prunes Walnuts TOTAL	232 9,656 17,883 12,738 40,509	4.55 18.64 2.15 1.31	2,172.00 188.50 610.00 744.91	\$ 2,292,000 33,930,000 23,401,000 12,430,000 \$72,053,000

These crops represent 87% of the land devoted to fruit and nut crop production in Sutter County and 91% of the total value produced on orchard land.

By using the above values for peaches, prunes & walnuts, the value lost could fall within the following range:

ACRES	CROP	YIELD PER ACRE	UNIT VALUE	TOTAL
500	Peaches	18.64 tons 2.15 tons 1.31 tons	\$188.50	\$1,756,820
500	Prunes		610.00	655,750
500	Walnuts		744.91	487,916

The loss of 1,200 acres could be 2.4 times as great as the amounts shown above.

Assuming that the area impacted could lose 1/3 of its production the value lost would be in the following range:

ACRES	% LOSS	CROP	YIELD PER ACRE	UNIT VALUE	TOTAL
950	33	Peaches	18.64 tons 2.15 tons 1.31 tons	\$188.50	\$1,101,526
950	33	Prunes		610.00	411,155
950	33	Walnuts		744.91	305,923

The impact on 1,650 acres would be 1.7 times as great.

Depending on the land use option selected, the following range of crop value loss could be expected:

Peaches	_	\$2,858,000	to	\$6,089,000
Prunes	-	1,067,000	to	2,273,000
Walnuts	_	794,000	to	1,690,000

The typical orchard area in the County has an acreage mix of 24% peaches, 44% prunes, and 32% walnuts. By assigning this mix to the loss of 500 acres and using 1985 production and prices, a value loss of \$866,300 would occur. Using the same criteria for 1,200 acres, the value loss would be \$2,079,100. The secondary impact would be a loss of \$519,000 for the 500-acre analysis and \$882,640 for the 1,200 acre analysis.

By combining the primary and secondary crops value loss, the total yearly loss could be between \$1,385,300 and \$2,961,740.

These losses are losses to a basic segment of the economy. To evaluate the effect on the total economy (basic + non-basic segments), a "multiplier effect" of 4 must be used. This effect, as established by the 1983 General Plan, estimates the total economic loss for the County of between 5.5 to 11.8 million dollars.

According to information received from the Sutter County Farm Advisors Office, the following is the cost of establishing and producing certain fruits and nuts:

CROP	DATE OF STUDY	COST PER ACRE		YIELD PER 1984	
Cling Peaches Prunes Walnuts Kiwi fruit	1984 1982 1982 1986	\$ 2,862 3,212 3,325 14,453	1,371 710	\$ 2,630 \$ 1,825 905 18,000	-

This data indicates that the income from peaches and kiwi fruit exceeded the cost of production only once in a three-year period. Since their cost includes the amortization of the purchase of land, non-bearing years, and the cost of equipment, an advantage is apparent to the grower who owns the land, has established orchards and has the equipment and experience in farming. The establishment and production cost, in excess of the expected rate of return, makes it unlikely that new areas will be planted to replace displaced orchards. Similarly, older trees will probably not be replanted except as replacement of part of a farmer's orchards. Approximately 10% of the orchard land in Sutter County is in a non-bearing status during any given year.

Nearly all of the suitable land in Sutter County is being used for orchard crops. The conversion of lands suited for field and row crops is unlikely; therefore any significant replacement or increase in orchard land will probably occur outside of Sutter County.

The determination of whether or not the loss of agricultural land is significant is subjective in nature. It can be argued that the loss of 500, 1,000 or even 2,000 acres of land only represents 1%, 2%, or 4% of the orchard land in Sutter County. In a current worldwide agricultural economy of over-supply, this loss could be considered as insignificant. The E.I.R. Guidelines, however, require that the cumulative effect of the project must be considered. In this case a major departure from existing land use policy is proposed. This policy has the potential to be transferred to other areas of the County and, over a period of time, a significant amount of producing land and economic value could be lost. The impact of the loss of agricultural land is, therefore, considered significant.

B. IMPACT ON STATE HIGHWAYS

The California Department of Transportation reports: "Caltrans anticipates that this proposal would have minimal impact on Highway 99 traffic. A worst case condition could generate about 4,000 additional trips on Highway 99. This would reduce the level of service from B to C on the two-lane section of Highway 99. The County Road intersections have left-turn pockets.

For information on Caltrans' planning goals, we refer the

Memorandum

Dr. Gordon F. Snow
Assistant Secretary for Resources

Lou Thanas City of Escalon 1855 Coley Avenue Escalon, CA 95320 Date : SEP 1 0 1987

Subject: Draft Environmental
Impact Report
for City of Escalon
General Plan
SCH# 87051224

From: Department of Conservation—Office of the Director

The Department of Conservation is responsible for monitoring farmland conversion on a statewide basis. The Department also administers the California Land Conservation (Williamson) Act. We have reviewed the City of Escalon's DEIR for the project referenced above, and have noted that the proposal may involve the conversion of valuable farmland. The Department, therefore, offers the following comments.

The proposal would involve updating the City of Escalon's General Plan. Up to 1346 currently vacant or under-utilized acres, including about 1100 acres of prime land, could be developed at urban densities.

The Final Environmental Impact Report (FEIR) should provide information on the number of acres of agricultural land to be developed, the potential agricultural value of the site, the impacts of the conversion of that land and the possible mitigation actions which would reduce the significant residual impact on prime agricultural land. We recommend the FEIR contain the following information to ensure the adequate assessment of the project's impacts in these areas.

- o The agricultural character of the area covered by the project and of nearby or surrounding lands which may be affected by the project.
 - Identify agricultural preserves and number of acres of land, type of land, (i.e. prime/non-prime) and location.
 - Types and relative yields of crops grown.
 - Agricultural potential, based on the U. S. Department of Agriculture's Land Capability Classifications.

The impacts of any required cancellations of Williamson Act contract(s) affecting the property, as well as any of the following data.

The location of Williamson Act contracts on land within and adjacent to the project area.

- A discussion of the effects that cancellation of Williamson Act contracts would have on nearby properties also under contract.

o Farmland Conversion Impacts

The type and amount of farmland conversion, if any, that would result from implementation of the plan, including potential crop yields that would be lost.

The proportion of the County's total farmland that this

conversion would represent.

- The proportion of the County's total acreage of those crops currently grown at the proposed sites that this plan would represent.
- The cumulative and growth inducing impact of the plan on other farmland in this area of San Joaquin County.
- o Mitigation measures and alternatives that would lessen the farmland conversion impact of this project. Some possibilities are:
 - Direct growth to lower quality soils to protect prime agricultural land.
 - Protection of other, existing farmland through the use of Williamson Act contracts.

- Establishment of greenbelt areas.

- Use of setbacks, buffers, and right-to-farm ordinances to offset nuisance impacts of urban uses on neighboring agricultural operations, and vice-versa.

Farmland trusts, such as established by the Sonoma Farmland Trust and the Marin Farmland Trust, provide effective alternatives that help to preserve agricultural land.

The Department appreciates the opportunity to comment on the DEIR. We hope that the farmland conversion impact and the Williamson Act contract issues are given adequate consideration in the FEIR. If I can be of further assistance, please feel free to call me at (916) 322-5873.

Denis J. O'Bryant

Environmental Program Coordinator

cc: Stephen Oliva, Chief Office of Land Conservation

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City of Escalon General Plan Update

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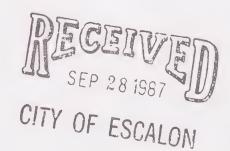
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ACRAMENTO, CA 95814



September 25, 1987

Lou Thanass City of Escalon 1855 Coley Avenue Escalon, CA 95320



Subject: The City of Escalon 1987 General Plan Update

SCH# 87051224

Dear Mr. Thanas:

The enclosed comments on your draft environmental documents were received by the State Clearinghouse after the end of the state review period. We are forwarding these comments to you because they provide information or raise issues which may assist you in project review.

To ensure the adequacy of the final document you may wish to incorporate these additional comments into the preparation of your final environmental document.

Please contact Norma Wood at 916/445-0613 if you have any questions concerning the review process. When you contact the Clearinghouse in this matter, please use the eight-digit State Clearinghouse number so that we may respond promptly.

Sincerely.

David C. Nunenkamp

Chief

Office of Permit Assistance

Enclosures

cc: Resources Agency

DEPARTMENT OF TRANSPORTATION

P.O. BOX 2048 (1976 E. CHARTER WAY) STOCKTON, CA 95201 TDD (209) 948-7853 (209) 948-7906



September 23, 1987

10-SJ-120-17.19 City of Escalon General Plan Update Draft EIR SCH #87051224

Ms. Norma Wood State Clearinghouse 1400 Tenth Street Sacramento, CA 95814

Dear Ms. Wood:

Caltrans has reviewed the Draft EIR for the Escalon General Plan update and offers the following comments:

The EIR indicates that the improvements called for in the Circulation Element would accommodate anticipated traffic volumes. Factors mentioned include street widths, locations and capacities. Some sort of technical appendix could be provided to explain the method of determining traffic generation and capacitities of certain roads by classification. This would point out a form of level of service and indicate more than that the traffic will not surpass a maximum number.

Recent clarification of Caltrans policy would suggest a change in the Circulation Element description. Under streets and highways it is explained that major collectors require 80 feet of right of way. It then indicates that the State highway is a major collector. In order to maintain conformity with Caltrans letter dated April 16, 1987 it should put the required right of way for Route 120 at 100 feet. The additional right of way is to be acquired as new development occurs along the highway alignment.

The statement indicating that Caltrans has been unwilling to help in solving traffic problems on Route 120 through the city area should be clarified. Caltrans has not programmed an Escalon bypass due to lack of funds and a long list of high priority projects. The total bypass picture, including Escalon, is an expensive project which will require extensive study to establish a realistic correct and priority rating.

A study is currently under way by the San Joaquin Council of Governments which should compare the benefits for Escalon, Manteca and San Joaquin County to the cost of this proposal.

The Caltrans Route Concept Report for Route 120 calls for a two lane expressway on the adopted alignment between Route 99 at Manteca and the Stanislaus/San Joaquin County line east of Escalon. The present ADT of 8600 is projected to increase to 18,200 in 2005 on this segment.

Using current estimates the bypass, if built, would operate at a C LOS during the next 20 year period.

Another option under consideration is to improve the existing highway to a four lane facility between Manteca and Stanislaus County line. In the event that this is chosen as the preferred option an Escalon bypass should be included.

Caltrans appreciates the opportunity to comment on the Draft EIR. Any questions regarding these comments may be directed to Al Johnson at Caltrans, telephone (209) 948-7838.

> Very truly yours, - gardwell

DANA COWELL

Chief, Transportation

Planning Branch

Enclosures cc:PVerdoorn SJCCOG LGrewal/SJCAPCD

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RESPONSE TO COMMENTS ON DRAFT EIR



RESPONSE TO COMMENTS

During the review process of the draft EIR and the draft General Plan update, a joint Planning Commission/City Council workshop was held. It was pointed out that the section of the draft EIR on the Growth Management Ordinance was not entirely accurate. The following section should replace the one in the draft EIR.

D. ESCALON GROWTH MANAGEMENT ORDINANCE

Since 1978, residential development within the city limits has been restricted to issuance of building permits to no more than 75 units per year. In the first five years, building permits were issued for only about 75 units total. During 1987, however, competition for these permits was keen and many more than 75 permits would have been issued if the Growth Management Ordinance had not been in place.

The limit of 75 units per year was set because of limited sewer plant capacity. The 75 units a year extended the current capacity of the sewer plant until financing can be obtained for the needed improvements to expand the capacity. Although the ordinance is designed to give the City time to make improvements to the sewer plant, it represents the wishes and desires of the people of Escalon. Even if the sewer plant expansion is complete in approximately 5 years, current indications are that the ordinance will remain in effect as madated by the citizens. In terms of the 1987 General Plan, its importance is evident. If retained over the lifetime of the Plan, the GMO would greatly reduce impacts of the Plan from the levels described herein.

During the 45 day comment period comments were received from San Joaquin County Department of Planning and Building Inspection, the Local Agency Formation Commission of San Joaquin County, Stanislaus County Department of Planning and Community Development, the Public Utilities Commission, California Department of Food and Agriculture, and the California Department of Conservation. Following the formal comment period, a comment was received from CALTRANS. The responses are as follows:

San Joaquin County Department of Planning and Building Inspection

The population projections are consistent with all recognized projections in the County. The existence of the Growth Management Ordinance makes accurate projection fairly easy and ensures that there will be no dramatic increases in population (and thus air pollution).

Local Agency Formation Commission of San Joaquin County

The comments require no response.

Stanislaus County Department of Planning and Community Development

A copy of the draft General Plan was sent to the agency and no further comments were received. A table of contents has been added to the final EIR.

Public Utilities Commission

Comment No. 1 - The information requested is included in the detail felt necessary by the Planning Commission. A grade separation, while it might be desirable, is totally infeasible at the present time and in the forseeable future. The City, therefore, chose not to put something into the plan that had little or no chance of success.

Comment No. 2 - According to information available locally, no vehicles park as described in the comment.

Comment No. 3 - Most of the areas that are designated Residential adjacent to railroad tracks are existing residential areas. With very few exceptions, new residential development is directed away from the railroad tracks.

California Department of Food and Agriculture

Comment No. 1 - No response needed.

Comment No. 3 (there was no comment no. 2) - See the response to the last comment from the Department of Conservation.

Comment No. 4 - No response needed.

Remaining comments (including those numbered 1 through 6 and listed in a single paragraph) - The DEIR discusses the growth impacts of the current plan because CEQA requires such discussion. CEQA specifically prohibits discussing only the changes in a General Plan update.

(1) This information is within the General Plan document.(2) The only changes in the Land Use Element diagram are

(2) The only changes in the Land Use Element diagram are the addition of two areas to the Sphere of Influence. Many more policies and implementation measures were added and the entire General Plan brought up to date to comply with current state law. (3) In reviewing the Land Use Element it became clear that there were inadequate sites for commercial development within the current General Plan

Boundary (Sphere of Influence). Two areas were added to include appropriate sites for commercial shopping centers. (4) These are discussed in the Conservation/Open Space/-Recreation Element of the General Plan. (5) See comment No. 2 under California Department of Conservation. (6) There are no such areas.

California Department of Conservation

Comment No. 1 - The only agricultural preserves are those lands under Williamson Act contract. A breakdown of the types of crops and their agricultural value is presented below. Please note that the information presented is for the entire General Plan boundary despite the fact that only a small portion of it is likely to develop in the next 20 years under the City's Growth Management Ordinance.

According to the land use in the area, the impact to the County's agricultural base is as shown in Table A.

TABLE A AGRICULTURAL IMPACT

	Acreage			Value		
	<u>In Area</u>	In Co.	% of Co.	Per Unit	Total.	
Grapes	78	51,799	0.15%	\$1,411/ac.	\$110,058	
Orchards	703	78,201	0.90%	\$1,129/ac.	\$793,687	
Pasture	28	Unk.	Unk.	\$125/ac.	\$ 3,500	
Row Crops	212	522,300	0.04%	\$472/ac.	\$100,064	
Totals	1,021	653,300	0.15%	NA S	\$1,003,809	

Assumption: One acre was deducted from the total acreage of each parcel for each house on a property. The total number of acres does not match the number of acres in the expansion area because of houses, vacant property, non-conforming uses, and roads. The acreage used is the estimated net acreage actually devoted to the agricultural use.

Source: Land Use by San Joaquin County Planning Department Valuations from the 1986 San Joaquin County
Agricultural Crop Report

Comment No. 2 - The only land under Williamson Act Contract are about 61 acres on the northwest corner of Brennan and Ullrey Roads. Since conversion of this land to urban use will be accomplished only when adjacent to the City limits (other urbanized areas), impacts upon adjacent agricultural

lands should not increase significantly but would be shifted from one property to another as the urban boundary expanded. Since the City only annexes land as it is required to support proposed growth, these contracts will not be cancelled until absolutely necessary.

Comment No. 3 - See answer to comment No. 1 and Table A. The City of Escalon is only providing room for growth that is already occuring in the County. In fact, it is providing room for less growth than would otherwise take place if the Growth Management Ordinance did not exist. Providing adequate land for annexation to the City and development does not create a demand for the growth but is a response to that growth.

Comment No. 4 - This comment suggests several mitigation measures for reducing the potential impact on agriculture. These suggestions are inappropriate for a city. The establishment of greenbelt areas, buffers, etc., is counterproductive to good planning in a City. If the City plans a greenbelt or buffer area around the perimeter of the new General Plan boundary, what happens in the future when the City approaches its boundary and needs to expand. It is prevented from doing so because of the existence of the buffer area. The trusts discussed in the comment are County trusts, not City trusts. It would be inappropriate to have extensive, actively farmed land within the limits of an incorporated city.

CALTRANS

Comment No. 1 - The overall trip end generation figure is so low that if all of the cars in the City spent all day going up and down the proposed McHenry Avenue and Highway 120, there would be adequate capacity. With the figures so low, there was no need for more detailed study.

Comment No. 2 - This has been changed.

Comment No. 3 - The statement in the Circulation Element refers to interim measures to alleviate current traffic problems. Caltrans has not been interested in making any type of improvements to the existing highway, such as additional signalization, to help with the existing situation.

DRAFT

ENVIRONMENTAL IMPACT REPORT

FOR THE CITY OF ESCALON 1987 GENERAL PLAN UPDATE

JULY, 1987

City of Escalon 1855 Coley Avenue Escalon, CA 95320

State Clearinghouse No. 87051224

DRAFT ENVIRONMENTAL IMPACT REPORT CITY OF ESCALON 1987 GENERAL PLAN UPDATE

TABLE OF CONTENTS

	Page
Summary	1-11
Description of the Project	2 Appendix I
Environmental Setting	2-5
Environmental Impacts Potentially Significant Impacts Significant Impacts Impossible to Avoid or Impacts Found Not to be Significant Short Term Benefits vs. Long Term Costs Alternatives to the Project Mitigation Measures Growth Inducing Impacts Cumulative Impacts	Reverse 6 8 8 9 11-19 11-19 11-19

CITY OF ESCALON 1987 GENERAL PLAN UPDATE ENVIRONMENTAL IMPACT REPORT

A. INTRODUCTION

1. Authority and Intent

Adoption and implementation of a general plan normally results in a variety of environmental effects and usually requires the preparation of an Environmental Impact Report (EIR). Because most of the required content of an EIR is encompassed in a general plan, California environmental law allows EIR's and general plans to be combined as parts of a single document. In preparing its general plan revision, Escalon has chosen to exercise that option.

This EIR describes the potential environmental impacts, along with appropriate mitigation measures, of the City of Escalon 1987 General Plan. Prepared in accordance with Chapter 11 of the 1982 California General Plan Guidelines and Article 9, section 15166 of the 1984 California Environmental Quality Act (CEQA) Guidelines, this EIR serves to reference and supplement the General Plan in terms of CEQA required content. The EIR section, in conjunction with the Plan as a whole, is intended to fully disclose the probable environmental effects of the Plan and act as an aid to decision making for the citizens of Escalon, and City of Escalon Planning Commission and the City Council.

2. Scope and Level of Detail

The EIR focuses on impacts resulting from growth within the City's proposed Sphere of Influence. Although the area addressed is larger than the current Sphere of Influence, following this update, the City intends to request that LAFCO expand the adopted Sphere of Influence to coincide with the new General Plan boundary. Impact analysis addresses the increment of growth and development added to the City by buildout of the Plan over a 20 year period. This buildout scenario assumes the maximum level of growth and development possible under the Plan for the area within the General Plan boundary. Growth under this scenario would add approximately 13,975 new residents, 5080 new housing units and 253 acres of land available for commercial and industrial development.

This scenario is conservatively high and is unlikely to occur. It describes the amount of growth that could be accommodated if all vacant and under-utilized parcels

within the Primary Sphere of Influence were to be developed at maximum allowed densities within 20 years. Actual growth will be substantially less, given the prevailing constraints to growth in the City. The City's Growth Management Ordinance will be a strong moderating influence for at least the next 5 years. If it remains in force over the next 20 years, the population increase would be more than 70% less than as indicated by the buildout scenario and the impacts of the Plan would be correspondingly reduced. If, however, the Growth Management Ordinance is repealed in five years when the sewer plant expansion is complete, the rapidity with which the General Plan boundary could build out is unknown. The buildout scenario is used for impact analysis because it is conservatively high, marking the upper limit of growth possible under the Plan.

Because the Flan serves as a broad framework for growth and development, the discussion of impacts is necessarily somewhat general and qualitative; wherever possible, however, impacts are quantified.

3. Organization

The organization of the EIR generally follows EIR and General Plan Guidelines. A description of the project characteristics and the environmental setting is provided first, followed by an impact summary including an analysis of the long-term benefits and short-term costs of the Plan and an analysis of alternatives to the Plan. Next, is a complete inventory of impacts and mitigation measures. Whenever possible, relevant portions of the plan are referenced rather than duplicated, as allowed under Article 11, Section 15166 of the CEQA Guidelines. The EIR attempts to meet the requirements of agencies who responded to the Notice of Preparation.

B. PROJECT DESCRIPTION

1. Definition

For purposes of this EIR, the project consists of the City of Escalon's 1987 General Plan update including all of its elements, test, figures, maps and appendices, whether physically part of the Plan or incorporated by reference. Impact evaluation assumes the maximum level of growth and development, within the City's proposed Sphere of Influence, possible under the Plan, given its full implementation over a 20-year period. As noted previously, this scenario is conservatively high and actual growth will be considerably less.

2. Location and Boundaries

The City of Escalon is located in southern San Joaquin County in the central San Joaquin Valley. The City is approximately 75 miles east of San Francisco and lies on one of the main transportation routes between the Bay Area and the Sierras. The project location is shown at a regional scale between Stockton and Modesto on Page 3. The actual project boundaries are represented by the General Plan map on Page 13 of the Land Use Element of the General Plan.

3. Project Objectives

The objectives of the Plan are stated in the goals, policies and implementation of each element. The 1987 General Plan contains six elements. The complete text of goals, policies and implementation programs is located as follows:

TABLE EIR-1

Objectives of the Plan

Element	Pages
Land Use Element	LUE 3-9
Circulation Element	CE 9-11
Conservation, Open Space and Recreation Elements	COSE 9-11
Safety Element	SE 13-16
Housing Element	HE 38-48
Noise Element	NE 6.1 - 6.5

C. ENVIRONMENTAL SETTING AND EXISTING CONDITIONS

The environmental setting and existing conditions of the project area are described throughout the Plan. The table below lists the setting, conditions and regional context by topic and references the location of the description within the Plan.

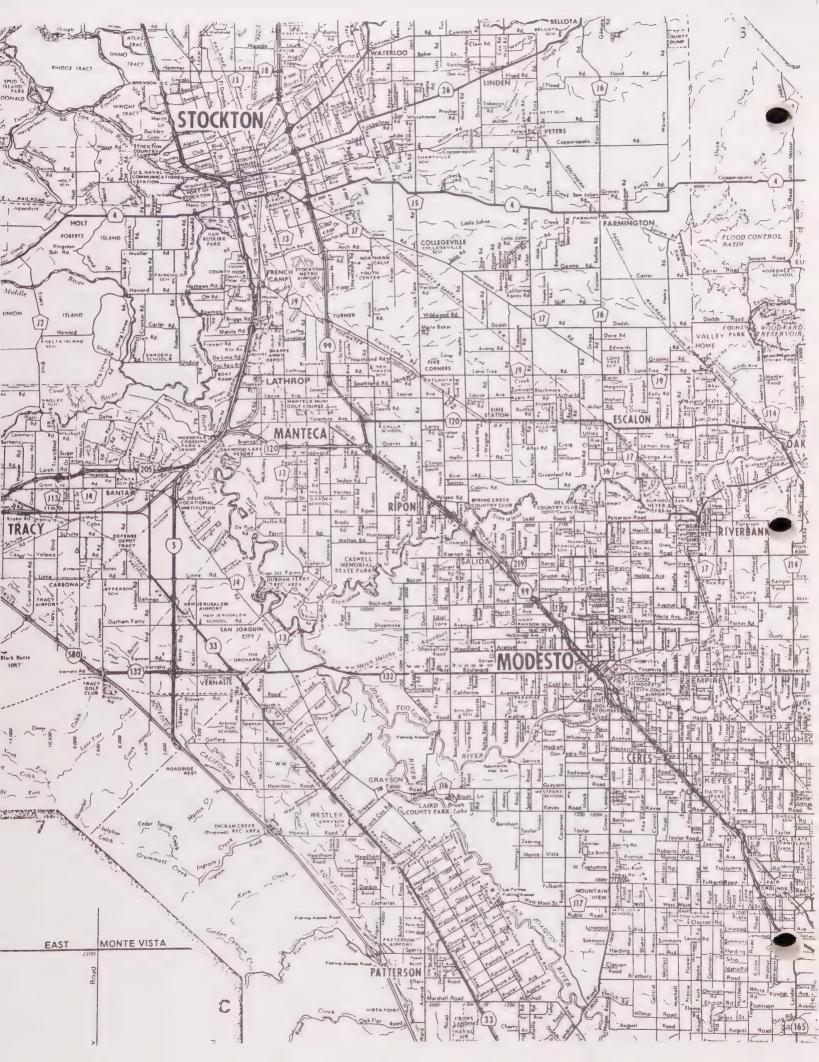


TABLE EIR-2

Project Area Setting and Existing Conditions

Topic	Location
Demographics	HE pp.3-26 Introduction
Economic Conditions	HE pp. 26
Land Use	LUE pp. 1-2
Public Facilities and Services	LUE p. 2 HE p. 31
Housing	HE pp. 1-37
Transportation	CE pp. 1-8
Air, Soils, Mineral and Water Resources	COSE pp. 4-6
Fish, Wildlife and Vegetation	COSE pp. 3-4
Energy	HE pp.34-37
Noise	NE pp. 3.1 - 5.1
Geologic, Flood and Fire Hazards	SE pp. 2-8

D. ESCALON GROWTH MANAGEMENT ORDINANCE

Since 1970, residential development within the city limits has been restricted to issuance of building permits to no more than 75 units per year. In the first five years, building permits were issued for only about 75 units total. During 1987, however, it appears that competition for these permits is keen and many more than 75 permits would be issued if the Growth Management Ordinance were not in place.

The limit of 75 units per year was set for two reasons. First, the citizens of Escalon were concerned about the rapid growth the City was experiencing and the City was in danger of having an initiative passed which would force a limit on growth. Rather than have an initiative passed that would be difficult, if not impossible, to change in the future, the City Council

passed the GMO to limit growth. Second, the 75 units per year was chosen as the limit because of limited capacity of the sewer plant. Improvements to the plant are needed but 75 units a year would extend the current capacity until financing could be obtained for the improvements.

Although the ordinance is designed to give the City time to make improvements to the sewer plant, it represents the wishes and desires of the people of Escalon. When the sewer plant expansion is complete in approximately 5 years, current indications are that the ordinance will remain in effect as mandated by the citizens. In terms of the 1987 General Plan, its importance is evident. If retained over the lifetime of the Plan, the GMO would greatly reduce impacts of the Plan from the levels described herein.

E. SUMMARY OF IMPACTS

The impacts of implementing Escalon's 1987 General Plan are summarized below in terms of the following CEQA mandated topics: potentially significant impacts, unavoidable and irreversible impacts, impacts found to be insignificant, the short-term benefits and long-term costs of the Plan, and alternatives to the Plan. This summary is followed by a complete inventory of the Plan's impacts.

1. Potentially Significant Impacts

The following impacts -- including impacts directly resulting from the Plan, cumulative impacts and growth-inducing impacts -- although potentially significant, can all be either completely eliminated or mitigated to acceptable levels.

- a. The Plan expands the amount of land available for urban development and would result in a shift in the existing proportions of land uses.
- b. The Plan would permit up to 13,875 new residents.
- c. Buildout of the Plan could result in a maximum of approximately 5080 new housing units.
- d. By the year 2005, up to 44,000 two-way automobile trips per day could be generated by proposed development; approximately 29% of these trips would result from growth within the City under the GMO.

- e. Buildout of the Plan, in addition to cumulative development in the San Joaquin Valley, would generate increased demands on public services, facilities and infrastructure.
- f. The loss of vacant land or the development of agricultural land caused by buildout of the Plan could result in the loss of plants and animals.
- g. Future residents of Escalon allowed by buildout of the Plan would be exposed to a variety of natural and manmade hazards.
- h. Buildout of the Plan could result in unacceptable noise levels.

In most cases these impacts are either eliminated or mitigated to acceptable levels by policies and programs already contained within the Plan. Occasionally, mitigation measures identified in the EIR are not included in the Plan. These involve actions that other responsible agencies could reasonably be expected to take, but that are beyond the scope of the City's authority. In addition, the City currently employs a Growth Management Ordinance limiting issuance of building permits to no more than 75 units per year. In conjunction with General Plan policies to ensure that development complements Escalon's small-town atmosphere and respects the capacity of public services and facilities, the GMO, if retained, will further lessen the impacts of the Plan.

2. Significant Impacts Impossible to Avoid or Reverse

These are impacts that could result directly from implementation of the Plan and in conjunction with cumulative area-wide growth that can neither be avoided, reduced to insignificance, nor reversed, regardless of mitigation measures. Nevertheless, the Plan does contain policies and programs to minimize the effects of these impacts as much as practicable without sacrificing its objectives.

- a. Up to 1346 currently vacant or under-utilized acres, including about 1100 acres of Class I and Class II soils, could be developed at urban densities.
- b. Buildout of the Plan would permanently change the existing character of the City.
- c. The expansion of services and facilities required by buildout of the Plan would be effectively irreversible.

- d. Buildout would result in the consumption of an unknown amount of energy for the construction and maintenance of urban uses. Increased traffic would also consume energy.
- e. Growth in the City's population, housing stock, economy and infrastructure, and the commitment of resources necessary to achieve that growth would be, for all intents, irreversible.

3. Impacts Found not to be Significant

This section identifies impacts of the Plan that, either because of their lack of significance or their beneficial nature, would not require mitigation. In cases where the impact, while insignificant, is adverse, the Plan contains mitigation measures.

a. Air Quality

Buildout of the Flan, even in conjunction with areawide development, is unlikely to have any significant adverse impact on air quality. Because of increasingly restrictive automotive emission standards, air quality in the San Joaquin Valley could even improve.

b. Land Use

The pattern of land use proposed by the General Plan is almost wholly beneficial: urban development is focused in a compact area, within and adjacent to an already urban center; a variety of housing types are allowed while preserving existing neighborhoods.

4. Short-term Benefits Versus Long-term Costs

The basic purpose of the General Plan is to ensure that short-term decisions are made within a long-term perspective by articulating goals regarding the City's future development. The benefits of the Plan, both short-term and long-term, are numerous and self-evident. By way of summarizing them, they include: provision for future growth in a level and manner in keeping with the wishes of the City's residents actively involved in formulating the Plan; preservation of agricultural, scenic and environmentally sensitive land; provision of housing and job opportunities for future residents; and the linkage of growth to service and facility availability. The long-range costs of implementing the Plan are the commitment of resources necessary to sustain the development and the increasing urbanization of the San Joaquin Valley.

5. Alternatives to the Plan

Alternatives to the Plan as proposed are endless. To summarize discussions held by the Planning Commission, the following alternatives were discussed.

a. The "No Project" Alternative

The "no project" alternative is defined in this EIR as the continuation of the goals, policies and programs of Escalon's existing General Plan. Implementation of this alternative would have few impacts that differ from the plan that is proposed. Although the proposed Plan includes some new designations, these reflect current City policy which was informally enforced. The Plan does propose the addition of approximately 160 acres to the General Plan and Sphere of Influence Boundaries. This was proposed because of a lack of adequate sites for commercial development to serve the expected population. Approximately 100 of these acres would be residential resulting in an additional 500 homes and 1500 people. The no project alternative would not allow this increase.

b. The Growth Management Ordinance Alternative

This is the City's preferred alternative. It would result in the addition of no more than 75 new dwelling units per year. Over a 20 year period, as many as 1500 new dwelling unit could be built which would more than double the City's current population. This would not even approach, however, the number of dwelling units and population that could be expected at buildout.

c. The Build Out Alternative

If growth pressures continue to increase and the Growth Management Ordinance is repealed, buildout within 20 years is possible. This was the City's least preferred option. Since by adopting the General Plan with the boundary as proposed would permit this option, the EIR addresses this alternative, stating the difference between the preferred alternative No. 2.

F. INVENTORY OF IMPACTS AND MITIGATION MEASURES

1. Assumptions

As stated in the Project Description, the following impact analysis is based on a particular model or scenario of growth under the Plan: the buildout scenario. The impact inventory describes the effects of growth added to existing development by buildout within the proposed Sphere of Influence (General Plan Boundary). The buildout scenario was chosen because it is the most conservatively extreme; i.e., it describes the maximum amount of growth that could occur under the Plan.

Three elements compose the buildout scenario:

- a. Full implementation of the General Plan over a 20-year time frame;
- b. Development of every vacant and under-utilized parcel within the General Plan Boundary to the maximum allowed density (buildout);
- c. Commensurate expansion of population, jobs, services, facilities, etc.

Although analytically useful, the buildout scenario is misleading because it is unlikely to occur within the 20 year time frame of the General Plan. The impacts derived from the buildout scenario will, therefore, probably not occur to the degree specified in the impact inventory. In order to illustrate the difference in impacts between the buildout scenario and more likely levels of growth, impacts resulting from the Growth Management Scenario are included for comparison of selected topics.

2. Organization

For clarity and brevity, impacts and mitigation measures are listed in table format. Impacts, along with corresponding mitigation measures, are grouped under broad categories.

3. Using the Inventory

The inventory summarizes the significant effects of the Plan and relates them to appropriate mitigation measures. It is composed of three columns. In the first (left-most) column, the impact is briefly described.

The middle column identifies the type and effect of each impact. A two-letter code is used. The first letter denotes the type of impact:

D = Direct

Impacts caused primarily and directly by implementation of the General Plan.

C = Cumulative

Impacts caused by the General Plan which are insignificant in themselves, but in conjunction with area-wide development become significant over time.

G = Growth Inducing Impacts promoting or inducing growth, regardless of mitigation measures.

I = Irreversible Impacts impossible to prevent or reverse, regardless of mitigation measures.

The second letter denotes the general effect of the impact:

A = Adverse Impacts having a negative effect on environmental quality.

B = Beneficial Impacts having a positive effect on environmental quality.

U = Unknown Impacts whose effect on environmental quality cannot be predicted with confidence.

The third column lists appropriate mitigation measures for each impact or describes why mitigation is unnecessary.

In general, the Plan anticipates impacts and incorporates appropriate mitigation measures in the form of policies and implementation programs. Additional mitigation measures identified in the EIR are generally unsuited for placement in a General Plan.

			TYPE/	CT INVENTORY
II	MPACT		EFFECT	MITIGATION
A. LAND USE 1. The Plan designates of currently vacant for urban developmen would require an including and facilities and wagricultural land. Plan, the existing penange somewhat (see land use pattern prographically depicted page 13. TABLE EI Land Use, Existing Use Low Density Residential Medium Density Residential High Density Residential Industrial	approximatel or under-uti it. Buildout reased level fill encroach Assuming bui attern of la Table 3, be posed by the in the Land R-3	lized land of this land of services on ldout of the nd use would low). The Plan is Use Element,	G/U	I. The pattern of land use proposed by the General Plan incorporates the following features: a. The Plan recognizes both the existing pattern of land use and anticipated needs; b. Urban development is concentrated in a compact area, minimizing the costs of extending services and infrastructure; c. The Plan contains policies to ensure continued agricultural use of the land around the city prior to the need for the land to be annexed.

IMPACT	TYPE/ EFFECT	MITIGATION
1. Assuming building of the Plan, up to 13,875 new residents could be added to the existing population of the City. This would result in an ultimate population of about 17,500. Available data indicates that the increased population may tend towards an increase in the older population but more recent population growth (since 1985) indicates this trend is decreasing.	G/U	 The Plan contains policies to insure that population growth caused by development will not exceed the ability of the City to provide adequate services an infrastructure improvements. The Plan contains policies and programs to ensure a diversity of housing types and provide housing opportunities to all economic segments of the population. The Plan contains policies to provide local employment opportunities for the city's present and future residents.
1. Up to 5,080 new housing units could be added to the existing housing stock were buildout of the Plan to occur. The current pattern of housing unit types within the General Plan Boundary would shift slightly from 88% single-family detached houses to 94%.	G/U	 Although the percentage of single family dwellings will increase, the Plan includes land for medium density development (none of which has yet developed) and almost twice as much land for high density development than the current Plan. The Plan contains policies to insure that development does not out-strip service and infrastructure capacity. Currently, the City has a Growth Management Ordinance limiting the issuance of building permits to no more than 75 dwelling units per year. If the City continues with the GMO over the next 20 years, only 1,500 new units could be built. Site specific impacts would be addressed through the EIR process. The pattern of residential densities proposed by the Plan respects existing neighborhoods.

IMPACT	TYPE/ EFFECT	MITIGATION
TRANSPORTATION		
1. Existing and cumulative development could result in up to 44,000 two-way automobile trips per day within the Escalon area. A variety of circulation improvements would be needed to accommodate this increase. Less than 30% of these trips would result if growth occurs under the GMO.	C/A	 The Plan would encourage and facilitate alternative modes of travel including walking, bicycling and transit. Based on distribution of trip ends, the improvement called for in the Circulation Element would, if implemented, generally accommodate anticipated traffic volumes.
PUBLIC SERVICES AND FACILITIES		
1. Sewer. The existing sewer treatment plant can only handle the sewerage for about 5000 people. It is estimated that at the current maximum rate of growth of 75 dwelling units per year, capacity will be reached in about 6 years.	D/A	 Plans are currently being made so that improvements to the sewer plant will be complete in five to six years to handle increased capacity. Depending upon the type of system chosen, these improvements may be adequate to serve the general plan population. The Plan contains policies to tie development to the availability of services.
2. Water. Buildout of the Plan will require the provision of additional wells to supply the new growth area.	D/A	 The Plan contains policies to ensure that development does not exceed service and infrastructure capacity. The City's Master Water Plan includes provisions fo expanding the City's water system as necessary to accommodate growth.
 Solid Waste. Buildout of the Plan will increase the demand for solid waste services by about 5 times the current demand. 	D/A	 The local collection service would increase service and equipment levels as necessary. The City could work with local agencies to promote recycling, reuse and waste reduction within the Cit of Escalon.

	IMPACT	TYPE/ EFFECT		MITIGATION
4.	Police Protection. In order to maintain a desirable police-to-population ratio, buildout of the Plan would necessitate 27 additional full-time sworn officers (with a corresponding increase in staff and equipment levels). The police facility would have to be expanded to accommodate this increase. In contrast, the twenty year growth projections using the Growth Management Ordinance indicate there would be a need for 8 additional full-time sworn officers.	D/A		The City would increase the staff and service leve of the Police Department as necessary. The City is currently looking into means to expand City Hall (including the police facility).
5.	Fire Protection. Buildout of the Plan would require increases in terms of men, equipment and facilities.	D/A	1.	Fire Department staff, equipment levels and facilities would have to be expanded to serve the proposed expansion.
6.	Public Schools. Ultimate buildout of the Plan would increase the need for schools. Three new elementary schools and one new high school would be needed. Under the GMO, only about one and one half new schools would be needed.	D/A	1.	The school district is assessing the \$1.50 per square foot school impact fee for all residential development.
.'' IMP	ACTS ON AGRICULTURE			
1.	Buildout of the Plan would result in the loss of approximately 1346 acres of agricultural land, approximately 1100 acres of which is Class I or Class II soils. The impacts on agriculture resulting from the loss of this land would be reduced because the land is contiguous to urban development.	D/A	1.	By concentrating urban development within a compact area the Plan facilitates the preservation of agricultural land.
2.	Buildout of the Plan could lead to increased conflicts between agricultural and residential uses.	D/A	1.	The Plan contains policies to reduce agricultural/residential conflicts.

	IMPACT	TYPE/ EFFECT	MITIGATION
Coun agri	lative development throughout San Joaquin ty will result in the loss of cultural land and increasing conflicts een agricultural and residential uses.	C/A	1. The overall policy of the San Joaquin County Planning Department, which has jurisdiction over tunincorporated areas of the County, is to concentrate urban development in existing urban centers, thus maintaining agricultural land and avoiding land use conflicts.
. AIR QUALI	TY		
with to h ty. gene incr stan olde	dout of the Plan, even in conjunction area-wide development, is not expected ave any significant impact on air quali- The total amount of various automobile rated pollutants may even decline due to easingly strict automobile emission dards and the gradual replacement of r, more polluting automobiles with ner models.	C/U	 Even though no significant air quality impacts are anticipated, the Plan contains measures to minimiz air pollution. a. Bicycling, walking and transit is encouraged the Circulation Element. b. Implementation of the various parking and roadway improvements called for in the circulation element would minimize traffic congestion, allowing traffic to move at higher less polluting speeds. c. Higher density housing would be placed close major commercial centers. 2. Projects having potentially significant impacts or air quality would be subject to the CEQA process well as applicable federal, State and regional air quality standards.
. WATER RES	OURCES		
of t	eased sewage outfalls caused by buildout he Plan could contribute to water quality lems at the sewage treatment plant.	D/A	1. Improvements are proposed at the plant that would provided adequate capacity for the proposed sewage without danger to water quality.

	IMPACT	TYPE/ EFFECT	MITIGATION
I. FIS	H, WILDLIFE AND VEGETATION		
1.	Buildout of the Plan would result in the development of 1346 acres of vacant and under-utilized land at urban densities. Development of this land would eliminate any wildlife habitats currently existing on that land. The actual impacts on wildlife and vegetation are expected to be low for the following reasons:	I/A	 Projects having potentially significant environmental impacts will be subject to the EIR process.
	a. The land designated for urban development is within or contiguous to existing urban development.		
	b. All of the land is in agricultural usage, not in an undisturbed state.		
	c. There is no sensitive habitat nor any rare or endangered plants or animals in the Escalon General Plan boundary with the exception of one possible siting (see test of Conservation/Open Space/Recreation Element)		
J. HA	ZARDS		
earthquake related hazard	Geologic. City residents would be subject to earthquake related hazards including groundshaking, structural failure and flooding.	D/A	 The City will adopt plans to minimize the impacts earthquakes. The San Joaquin Office of Emergency Services is currently working with the City in thi endeavor.
			2. The City will support efforts to identify and rehabilitate structures that are not earthquake resistant.

IMPACT	TYPE/ EFFECT	MITIGATION
2. Fires and Hazardous Materials. Future residents and development would be subject to hazards associated with fires and hazardous materials.	D/A	 The Plan contains policies and programs to address hazards associated with fires and hazardous materials. a. Future developments would be evaluated in term of fire protection adequacy. b. The Fire Department would strive to provide adequate protection. c. Users of hazardous materials would be identified and an inventory of the materials used developed. d. Contingency plans for responding to incidents involving hazardous materials would be developed.
NOISE 1. Traffic generated by buildout of the Plan	C/A	1. The Plan contains policies and programs designed to
will result in increased traffic noise.		comprehensively address potential traffic noise impacts: a. The Plan sets city-wide standards (equaling or exceeding State standards) for maximum noise levels. b. An acoustical study will be required of any proposed residential developments potentially affected by traffic noise.
		c. Proposed residential development potentially affected by traffic noise will be required to incorporate mitigation measures to achieve compliance with City noise standards.

IMPACT	TYPE/ EFFECT	MITIGATION
. ENERGY IMPACTS		
 Buildout of the Plan would result in the consumption of an unknown but potentially significant amount of energy in constructing and in maintaining new uses. 	I/A	 The Plan contains policies promoting residential energy and water conservation. The Plan would conserve energy by concentrating urban development within and adjacent to existing city limits, thereby facilitating service provision minimizing infrastructure expansion and reducing travel times between residences and shopping, service and employment opportunities. The City currently requires all major subdivisions to incorporate to the extent feasible opportunities for solar heating and cooling. The City enforces the State of California Energy Regulations.
 Increased traffic generated by buildout of the Plan would consume an unknown quantity of fossil fuels. 	I/A	 The Plan contains policies and programs promoting alternatives to automobile use.
		·



LAND USE ELEMENT

CITY OF ESCALON



ESCALON LAND USE ELEMENT TABLE OF CONTENTS

	F'ACIE
CHAPTER 1 - GOALS, POLICIES AND IMPLEMENTATION MEASURES	1
Zoning Compatibility Orderly Development Central Business District Prevent Conflicts Economic Health Public Services Ouality of Life	1 2 3 4 5 6 8
CHAPTER 2 - LAND USE PLAN	9
A. Authority B. Information Solid and Liquid Waste Facilities Table I - General Plan Designations in Acres Flooding Schools Circulation C. General Plan Designations Table II - General Plan Designations by Zoning Districts	9 9 10 10 10 10
Table III - Land Use, Existing and Proposed	14



LAND USE ELEMENT

CHAPTER I

GOALS, POLICIES AND IMPLEMENTATION MEASURES

Over the years the City has, through formally adopted goals and policies, dealt with constantly changing situations, establishing a land use planning program. The following goals and policies reflect the City's current position on future growth and development of the City.

ZONING COMPATIBILITY

GOAL I - TO MAINTAIN AN UP-TO-DATE LAND USE ELEMENT OF THE GENERAL PLAN AND TO ENSURE COMPATIBILITY WITH THE ZONING AND SUBDIVISION ORDINANCES.

The Land Use Element is closely related to zoning within the City and governs the future zoning of land outside the City. It is necessary that this element be kept current with changing trends although changes should not be so frequent and sweeping that the element is no longer useful as a future planning tool. The Land Use Element should be a general picture of what the future Escalon will look like and any changes should be made with this in mind.

Policy 1 - A comprehensive review of the Land Use Element will be made at least every 5 years to ensure that it remains responsive to changing conditions.

Implementation Measure

1. A comprehensive review of the Land Use Element will be conducted no later than 1992.

Policy 2 - Amendments may be considered more often if conditions warrant but shall not be made more often than four times a year for each element.

Implementation Measure

1. Amendments to the Land Use Element of the General Plan shall be considered at the March, July and November Planning Commission meetings with a fourth meeting to be reserved for City-initiated amendments.

Policy 3 - All development applications shall be consistent with the Escalon General Plan.

Implementation Measure

- 1. All development applications shall be reviewed to ensure consistency with the Escalon General Plan.
- 2. Requested amendments to the Zoning Ordinance, either to the text or by rezoning property, shall be reviewed for compliance with the General Plan.
- 3. Proposed annexations shall be carefully reviewed for compliance with the goals and policies of this element.
- 4. Zoning and general plan designations shall be consistent. No rezoning applications will be accepted unless the proposed zone is consistent with the general plan designation.

ORDERLY DEVELOPMENT

GOAL II - TO ENCOURAGE ORDERLY URBAN DEVELOPMENT WITHIN THE ESCALON SPHERE OF INFLUENCE.

The Land Use Element should be used as the main guideline for future extensions of the City Limits. It provides guidance as to how areas will be developed. As vacant land within the City is developed, additional land within the sphere of influence and contiguous to the City Limits should be annexed to provide adequate, but not excessive, vacant land for all types of land uses.

Policy 4 - Only land contiguous to the City limits shall be annexed and then only if it creates a logical city boundary with no county islands.

Implementation Measure

1. Proposed annexations shall be carefully reviewed for compliance with the goals and policies of this element.

Policy 5 - The City shall consider whether or not there is a sufficient inventory of land for a variety of potential land uses when it reviews annexation requests.

Implementation Measure

1. An inventory of vacant land by type shall be maintained by City Staff and used to (a) evaluate proposed annexations and (b) ensure an adequate supply of vacant land by type.

Policy 6 - The City shall discourage land use activities in the unincorporated territory within the sphere of influence which could interfere with the implementation of the general plan.

Implementation Measure

1. When referrals are received from the County on planning matters within the Sphere of Influence, the Planning Commission shall review the proposal and respond.

Policy 7 - All land shall be prezoned consistent with the General Plan designation prior to annexation.

Implementation Measure

1. Any requests for annexation shall be accompanied by a prezone application.

CENTRAL BUSINESS DISTRICT

GOAL III - TO MAINTAIN THE EXISTING CENTRAL BUSINESS DISTRICT AND OTHER CENTRALIZED COMMERCIAL AREAS AS THE FOCUS OF RETAIL ACTIVITY.

It is the City's desire that the Central Business District (CBD) be preserved from deterioration. In addition, the City has determined that the area along Highway 120 and McHenry Avenue are appropriate locations for commercial development.

Policy 8 - Generally, commercial uses shall be encouraged downtown, along McHenry Avenue/Escalon-Bellota and along Highway 120.

Implementation Measures

1. The area downtown and along the Highway east of McHenry Avenue shall be zoned for commercial uses.

2. Three locations shall be designated "Planned Development Commercial" and will only allow the development of shopping centers in excess of 8 acres in size.

Policy 9 - The commercial areas designated in this element are clearly defined and encroachment of non-compatible uses into this area shall be prevented.

Implementation Measure

1. The Zoning Ordinance shall be maintained so that residential uses in Commercial zones require a use permit.

Policy 10 - The City shall consider participating in programs for upgrading the downtown area.

Implementation Measures

- 1. If the City considers redevelopment, the adopted redevelopment plan will include measures for preserving and upgrading the downtown area.
- 2. The City shall consider submitting a proposal for inclusion in the Main Street Program.

PREVENT CONFLICTS

GOAL IV - TO MINIMIZE POTENTIAL CONFLICTS BETWEEN RESIDENTIAL, COMMERCIAL, AND INDUSTRIAL LAND USES.

Conflicts between various types of land uses are the basis for having zoning as a means of protecting property rights. A large industrial plant, for instance, is generally not compatible with a residential development. The industrial plant feels constrained in what it wants to do because of public opinion and the residential area complains about the noise, odor, traffic, etc., associated with the plant. The General Plan, aided by the zoning, can help this situation.

Policy 11 - Generally, higher density residential uses shall be encouraged near the Central Business District and other commercial development, to meet the needs of those who wish to live close to commercial services and amenities.

Implementation Measure

1. Areas near the downtown or other commercial areas shall be designated for Medium to High Density Residential uses.

Policy 12 - Whenever possible, industrial uses shall be located on rail lines and not adjacent to residential areas.

Implementation Measure

1. Land along the west side of McHenry Avenue, south of town shall be appropriate for industrial development.

Policy 13 - The zoning ordinance shall clearly delineate residential, commercial, and industrial zones and generally shall not allow mixing residential uses with commercial and industrial uses.

Implementation Measure

1. The Zoning Ordinance shall be maintained so that residential uses in Commercial zones require a use permit.

Policy 14 - Should instances be found where the Commercial General Plan designation on the General Plan diagram appears to bisect properties, the Planning Commission shall determine consistency with the Zoning Ordinance.

Implementation Measure

1. Properties which front on Highway 120 shall be zoned commercial while all others shall be zoned as designated by the adjoining designation on the General Plan diagram.

ECONOMIC HEALTH

GOAL V - TO ENCOURAGE A DIVERSIFIED ECONOMIC BASE TO PROVIDE VARIED JOB OPPORTUNITIES AND PROTECT THE ECONOMIC STABILITY OF THE COMMUNITY.

Escalon is gradually expanding its employment opportunities. Major employers include many agriculturally oriented businesses but many of them are non-agricultural in nature. This trend should be encouraged.

Policy 15 - The City will provide, through zoning, a variety of commercial and industrial zoned land to provide adequate choice.

Implementation Measure

1. The City shall periodically review its Zoning Ordinance to ensure that commercial and industrial zoning districts are current and that adequate land is designated to allow expansion.

Policy 16 - To the extent possible, the City will ensure that public facilities are available to commercial and industrial land so that timely development can occur.

Implementation Measure

1. Development fees, including sewer district, storm drainage district and park-in-lieu fees, shall be reviewed as necessary (but at least annually) to ensure they reflect current requirements.

Policy 17 - The City shall cooperate with the Chamber of Commerce in trying to attract new businesses to Escalon as well as to encourage the retention and expansion of existing businesses.

Implementation Measure

1. The City will provide information as requested and available to the Chamber of Commerce to aid in their efforts to retain and attract businesses.

PUBLIC SERVICES

GOAL VI - TO PROVIDE A FULL RANGE OF PUBLIC SERVICES AND FACILITIES FOR ALL AREAS OF THE COMMUNITY.

In order to be able to accomplish many of the goals listed above, adequate public facilities, including sewer, water, storm drainage, streets, and parks are needed. Public services and facilities should be equally provided to all citizens while remaining within the fiscal restraints imposed on the City.

Policy 18 - Public facilities shall be extended in a planned, orderly manner.

Implementation Measure

1. The City shall maintain and implement its Sanitary Sewer, Storm Drainage and Water Master Plans.

Policy 19 - A three year Capital Improvement Program shall be adopted and reviewed annually so that major public improvement programs are planned and an overall view can be obtained of the direction the City is taking.

Implementation Measure

1. The Planning Commission shall annually review the Capital Improvement Program for consistency with the General Plan. The CIP should provide for extension of public facilities as necessary.

Policy 20 - Growth shall occur only as public facilities are available to serve it.

Implementation Measure

- 1. Prior to approval of any development, the project shall be examined to determine that public facilities are adequate to serve the proposed project or will be adequate as a result of the project.
- 2. Police facilities shall be provided at the ratio of 0.55 square feet per capita.
- 3. City Hall facilities shall be provided at the ratio of 0.29 square feet per capita.

Policy 21 - Capital costs of new development, including necessary public facility extensions shall be paid by the developers.

Implementation Measure

1. The City shall enforce existing development fees and shall consider adopting additional fees to pay for the cost of all services necessary for the development.

Policy 22 - Any development fees shall be reviewed as necessary following adoption, (at least every three years) and updated to provide a current picture of the cost of development.

Implementation Measure

1. If adopted, development fees shall be reviewed as necessary (at least every three years) to ensure they reflect current requirements.

QUALITY OF LIFE

GOAL VII - TO ENHANCE AND MAINTAIN THE QUALITY OF LIFE IN ESCALON AND TO ENCOURAGE A COMMUNITY IDENTITY AND A PRIDE IN THAT IDENTITY.

Escalon is a small city where individual citizens feel a part of a single community. This feeling should be encouraged so residents feel they have control over how their community develops. Development that occurs should be attractive so that a pride in community is fostered.

Policy 23 - Future growth of the City shall conform to the Growth Management Ordinance of the City of Escalon.

Implementation Measure

1. Building permits shall be limited to 75 new dwellings per year or as provided by the City of Escalon's Growth Management Ordinance in effect.

CHAPTER 2

LAND USE PLAN

A. AUTHORITY

Government Code Section 65302(a) requires a land use element that "designates the proposed general distribution and general location and extent of the use of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to those areas. "Further, through text, diagrams and maps it should establish a pattern for land use and set out clear standards for the density of population and the intensity of development for each of the proposed land uses.

B. INFORMATION

Solid and Liquid Waste Facilities. The City of Escalon operates its own sanitary sewer system with a treatment plant south of town. According to a June, 1986 report from the Kjeldsen-Sinnock & Associates, Inc., the City's engineers, the sewer treatment plant is designed to handle a population of approximately 5000. The report estimates that this capacity will be reached, under the current growth management ordinance, in 6 to 7 years. The trunkline to the plant is designed to handle a population of 8500 and will not reach capacity for about 20 years. The City is currently investigating financing methods for increasing the capacity at the sewer treatment plant. The sewage collection system (means of transporting sewage to the trunkline) is deemed to be adequate. New expansions of this system will be financed by developers as development occurs.

The City of Escalon does not collect its own solid waste (garbage). The City has awarded a franchise to Gilton Solid Waste Management for this service. The solid waste is disposed of in existing, licensed landfills outside the City's jurisdiction.

Existing Zoning. As of November 1, 1986 the City had 934 acres within the City Limits. Table I includes a breakdown of this are by General Plan Designation.

GENERAL PLAN DESIGNATIONS IN ACRES Vacant Acres General Plan a % of Zone % of Total Designation Acres Vacant Acres 30.65 460 49.25 141 Low Density Residential 100.00 Medium Density 6 0.64 6 Residential

TABLE I

High Density 75 8.03 31 41.33 Residential 22.13 Commercial 122 13.06 27 95 47.50 200 21.42 Industrial 71 7.60 0 0.00 Schools

100.00

934

TOTAL

<u>Flooding.</u> The City of Escalon does not fall within any area that is subject to flooding. According to the Department of Housing and Urban Development no flood maps of the City are available since none of the City is subject to flooding.

300

32.12

Schools. There are currently three schools within the City of Escalon. Dent School now holds classes for grades K through 4 and has almost 600 students. Its current capacity is 640 but with the addition to the existing cafeteria and 6 more classrooms it could ultimately serve 790 students. El Portal (grades 5 through 8) has a capacity for 600 students but currently serves 500. The site could, with additional improvements serve 850 students. Escalon High School currently has 500 students with a current capacity for 650. The maximum the site should hold is 700. By the time the City reaches its ultimate boundary, there will be a need for three more elementary schools and one high school.

<u>Circulation</u>. In reviewing the adequacy of the existing road system and its arterial-major, collector-minor, and collector-local classifications, several means were used. First, the projected growth for various areas was determined. These population projections were then converted into vehicle trips per day. Review

of existing information regarding road traffic was conducted and added to the projections. The result was that the existing road classifications were sufficient for the area covered. The arterial will not surpass the 40,000 trips per day criteria. The collectors will likewise not exceed their capacities.

In order to accomplish the goals, policies and implementation measures presented in Chapter I, the General Plan designations listed below and the map entitled General Plan have been adopted. Development of the sphere of influence area consistent with these designations would result in land use as shown in Table II.

C. GENERAL PLAN DESIGNATIONS

The map includes designations for seven types of land use. The descriptions of these designations and appropriate locations for each are given below.

- 1. Low Density Residential. The low density residential designation can be found in areas of predominantly single family homes or where this residential type is proposed as appropriate. Most of the city and area within the Sphere of Influence is designated low density residential. The maximum allowable building intensity in this designation is 6 dwelling units per net acre which makes the maximum population density approximately 17-20 persons per net acre. Appropriate zones within this designation consist of R-1 (Single Family Residential) and PD (Planned District) when the latter is for residential purposes and does not exceed the maximum permissible density for this designation.
- 2. Medium Density Residential. The medium density residential designation can be found along as a buffer between low density residential districts and commercial designations. The maximum building intensity allowed in this designation is 12 dwelling units per net acre which makes the maximum population density approximately 35-40 persons per net acre. Appropriate zones within this designation include R-2 (Medium Density Residential) and PD (Planned District) when the latter is for uses allowed in the above zoning districts and does not exceed the maximum permissible density for this designation.
- 3. <u>High Density Residential</u>. The high density residential designation can be found along as a buffer between low density residential districts and commercial designations.

The maximum building intensity allowed in this designation is 26 dwelling units per net acre which makes the maximum population density approximately 50-80 persons per net acre. Appropriate zones within this designation include R-3 (Multiple Family Residential) and PD (Planned District) when the latter is for uses allowed in the above zoning districts and does not exceed the maximum permissible density for this designation.

Commercial. Land designated for commercial purposes is 4. located in the Central Business District, along Highway 120, on McHenry Avenue/Escalon-Bellota, Maximum residential building intensity allowed in this designation is 26 dwelling units per net acre which results in a maximum population density of 50-80 persons per net acre. Building intensity for uses other than residential are governed by the Zoning Ordinance of the City of Escalon. The Zoning Ordinance permits buildings not to exceed feet high. Total lot coverage may not exceed that which is necessary to provide for the required off-street parking, landscaping, etc. Appropriate zones within the Commercial designation include C-1 (Neighborhood Commercial), C-2 (Community Commercial), CM (Commercial Industrial) and PD (Planned District) when the latter is for uses allowed in the above zoning districts and does not exceed the maximum permissible density for this designation.

C-1 zoning is appropriate in predominantly residential areas. C-2 zoning is appropriate in the Central Business District and along major thoroughfares. CM zoning is appropriate for heavier commercial uses bordering on industrial uses and should be located only along major thoroughfares.

- 5. Planned Development Commercial. Land designated for planned development commercial are specifically reserved for shopping centers of at least 8 acres in size. Three general sites are proposed for these centers: (1) north side of Highway 120 at the intersection of the newly proposed loop road described in the Circulation Element; (2) northeast corner of Highway 120 and Brennan; and (3) North east corner of MrHenry Avenue and Clough Road. Appropriate zones within the Planned Development Commercial designation include C-2 (Community Commercial) and PD (Planned District).
- 6. <u>Industrial</u>. Land designated for industrial purposes is located along the west side of McHenry Avenue. Maximum density allowed in this designation is 1 dwelling unit per parcel if accessory to an industrial use. The number of

parcels permitted per acre and building intensity is governed by the Zoning Ordinance and the Building Code. The Zoning Ordinance permits buildings not to exceed feet high. Total lot coverage may not exceed that which is necessary to provide for the required off-street parking, landscaping, etc. Appropriate zones within the industrial designation include CM (Commercial Industrial), M-1 (Limited Manufacturing), M-2 (General Manufacturing) and PD (Planned District) when the latter is for uses permitted in the above zones and does not exceed the maximum permissible density for this designation.

CM zoning is appropriate for heavier commercial uses bordering on industrial uses and should be located only along major thoroughfares. M-1 zoning is appropriate for industrial areas in the central part of the City. M-2 zoning is only appropriate where it can be separated from residential uses as much as possible. This is predominantly on the west side of McHenry Avenue, south of First Street.

- 7. Parks. Land designated for park purposes is scattered throughout the City and includes both existing parks and proposed parks. This designation is based solely on the information presented in the "Open Space, Recreation, and Conservation Element" of this General Plan. Any of the zoning districts in the Escalon City Code is considered appropriate for this designation.
- 8. <u>Public and Quasi-Public Buildings.</u> Throughout the city are various public and quasi-public buildings that are shown under this designation. These buildings include schools, libraries, city hall, etc. Appropriate zones for this designation would be any of the zoning districts in the Escalon City Code.

Table II lists the various types of General Plan designations and indicates which of the Zoning Districts would be considered consistent with each designation.

B. PROJECTED LAND USE

The designations listed in Section A above can be found on the Land Use Element Map of the City. In terms of zoning the 7 designations can be reduced to five types: (1) Low Density Residential, (2) Medium Density Residential, (3) High Density Residential, (4) Commercial, and (4) Industrial. Table III divides the acreage in the City and outside the City by land use type.

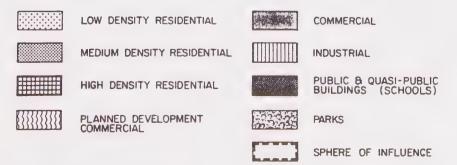
TABLE II
GENERAL PLAN DESIGNATIONS BY ZONING DISTRICTS

Low Density	R-1	R-2	<u>R-3</u>	<u>C-1</u>	<u>C-2</u>	C-M	M-1	M-2	PD
Residential Medium Density	Х								X
Residential High Density		X							Х
Residential Commercial Planned Develop-			X	x	x	х			X X
ment Commercial Industrial					X	x	х	Y	X X
Parks Public Buildings	X X	X	X X	X	X X	X X	X X	X X	X X

TABLE III
LAND USE - EXISTING AND PROPOSED

Use Classification		City	In County		Total	
ose Classification	Acres	%	Acres	%	Acres	%
Low Density Residential	531	57%	915	89%	1446	74%
Medium Density Residential	6	1%	2	%	8	%
High Density Residential	75	8%	1	%	76	4%
Commercial	122	13%	53	5%	175	9%
Industrial	200	21%	5 5	6%	255	13%
TOTAL	934	100%	1026	100%	1960	100%

G NERA AN MAHON RD DECK RD (3) HI-LIREY CATHERINE NARCISSUS LOUGH ORTH JONES E G E M D





CIRCULATION ELEMENT

CITY OF ESCALON

ADOPTED MAY 2, 1988



ESCALON CIRCULATION ELEMENT TABLE OF CONTENTS

	PAGE
CHAPTER 1 - GOALS, POLICIES AND IMPLEMENTATION MEASURES	1
Land Use Coordination]
Alternative Transportation Modes	3
CHAPTER 2 - CIRCULATION PLAN	5
Railroads	6
Transit and Rapid Transit	6
Paratransit	6
Airports	7
Parking Facilities	7
Bicycle Facilties	7
Figure 1 - Bike Routes	
Pedestrian Facilities	8
Streets and Highways	9
Figure 2 - Arterials and Collectors	
Specific Plan Lines	12
Truck Routes	12
Scenic Highways	12



CIRCULATION ELEMENT

CHAPTER 1

GOALS, POLICIES AND IMPLEMENTATION MEASURES

Chapter 2 provides information about existing and projected circulation needs of the City of Escalon. Based on that information, the following goals, policies and implementation measures will be assure that these needs are met.

LAND USE COORDINATION

- GOAL 1 TO COORDINATE THE TRANSPORTATION AND CIRCULATION SYSTEM WITH PLANNED LAND USES. (Comment: This goal will ensure that adequate circulation will be provided to allow full utilization of the land within each zoning classification. Industrial uses will have access to rail as well as street access.)
 - Policy 1 Development will be permitted only when facilities for circulation exist, or will exist as part of the development, to adequately handle increased traffic.

Implementation Measures

- 1. Future road and street rights-of-way shall be protected from development through the adoption and implementation of specific plan lines where necessary. Specifically, Escalon shall consider adoption of a specific plan line for the proposed loop road.
- 2. Dedication and improvement of right-of-way to conform to the adopted specific plan line or ultimate right-of-way line shall be required as a condition of development. Generally, this is accomplished through Zoning Ordinance and Subdivision Ordinance requirements.
- 3. Traffic control devices (e.g. traffic signals, stop signs) shall be utilized to control the flow of traffic and minimize delays.

- 4. Developers will pay for the cost of new roads and streets necessary to serve the development and will pay the costs of mitigating impacts to the existing roads and streets caused by the development.
- Policy 2 Circulation systems shall be designed to promote safety and minimize traffic congestion.

Implementation Measures

- 1. The circulation system of development proposals shall be reviewed to ensure that no adverse effects occur to adjoining lands.
- 2. Traffic control devices (e.g. traffic signals, stop signs) shall be utilized to control the flow of traffic and minimize delays.
- 3. Residential lots adjacent to major collectors and arterials shall have no direct access to the major collector or arterial and shall be separated by a solid masonry wall from such street.
- Policy 3 The City's Capital Improvement Program shall be consistent with the General Plan. Section 65101(c) of the California Government Code states that the CIP must be periodically reviewed. This review is to ensure that improvements are coordinated with land use policies which are stated in the General Plan.

Implementation Measure

- 1. The CIP shall be reviewed annually by the Planning Commission for conformity with the General Plan.
- Policy 4 A circulation system shall be developed that provides for streets in classifications as necessary to provide access to all parts of the City based on the anticipated land use.

Implementation Measures

1. The City will require that newly created parcels will have frontage on a City maintained road.

- 2. Streets and roads which serve more than fifty dwelling units when the neighborhood is fully developed, shall be considered as collectors.
- 3. Dedication shall be required to the widths specified in this element.
- 4. Escalon shall consider amending its truck route ordinance so that it prohibits use of any street not specifically listed as a truck route.
- Policy 5 The City shall encourage CALTRANS to alleviate the traffic problems caused by Highway 120.

Implementation Measures

- 1. The City shall support the construction of a bypass around Escalon as shown on the Circulation Plan map.
- 2. In the interim, the City will continue to work with CALTRANS to improve circulation within the City.

ALTERNATIVE TRANPORTATION MODES

GOAL 2 - TO SUPPORT A RANGE OF TRANSPORTATION MODES.

Folicy 6 - Bikeways and sidewalks shall be routed to provide reasonable access from residential areas to major bicycle and pedestrian traffic generators such as schools, recreation facilities, centers of employment, and shopping areas.

Implementation Measures

- 1. Bikeways shall be provided on streets as shown in this element.
- 2. Sidewalks shall be required adjacent to all new developments. Handicapped facilities shall be installed when appropriate.
- 3. Escalon shall consider including funds in the Capital Improvement Program to provide handicap ramps at intersections in the downtown and other needed locations.

Policy 7 - Adequate parking facilities shall be provided.

Implementation Measures

- 1. The Zoning Ordinance shall be reviewed periodically and updated to reflect current needs for off-street parking.
- 2. All new developments shall provide offstreet parking as required by the Zoning Ordinance.
- Policy 8 Escalon shall support measures to provide increased transit and para-transit opportunities for its residnents.

Implementation Measure

1. The City shall coordinate with CALTRANS to supply one or more park-and-ride lots as the need warrants it.

CHAPTER 2

CIRCULATION PLAN

Section 65302 of the California Government Code requires the a Circulation Element be included in a city's General Plan which consists of "the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan." Current guidelines for developing a General Plan suggest that the Circulation Element include the following to the extent that they pertain to the community:

- Streets and highways
- Parking facilities
- Transit and rapid transit
- Railroads
- Paratransit (e.g., jitneys, carpooling, vanpooling, and taxi service
- Bicycle and pedestrian facilities
- Commercial, general, and military airports
- Navigable waterways, harbors
- Pipelines for petroleum and natural gas and facilities for the transmission of electricity

The latter two categories will not be discussed as they do not pertain to Escalon. The nearest waterway is the Stanislaus River and it is not navigable. Although there are obviously local pipelines for natural gas and facilities for the transmission of electricity, these are only local facilities. They are located in every street and are extended as needed to serve new areas. There are no such facilities which traverse the City on the way to someplace else. The remainder of the items are all connected to streets and highways either by virtue of using them for travel or as connectors. Therefore, although streets and highways are listed first, they shall be discussed las in order to provide a connecting relationship between the other types of transportation.

On a regional basis the City is rather centrally located. Although not on Highway 99 or 5 (the major north-south highways), it is situated on Highway 120 which is a major access to the Sierra Nevada mountains. Although the City has easy access to air and bus service, no such facilities are actually located in the City. Although Amtrack does traverse the City, there is no stop in the City.

Railroads

The Atchison, Topeka and Santa Fe Railroad runs on a northwest to southeast direction through the center of town. Approximately 10 trains a day run through the town. Four of these trains are Amtrack passenger trains which are not run by the Santa Fe Railway although they use the tracks. Amtrack does not stop in Escalon with the closest terminals being in either Riverbank or Stockton. The A.T.& S.F tracks do not serve any businesses or industry in the City. Consequently, none of the trains stop.

The Tidewater Southern Railroad (now part of Union Pacific) tracks enter Escalon from the west along Highway 120 turning south to run parallel to McHenry Avenue towards Modesto. These tracks carry two to four trains a day and currently provide service to Escalon Packers and Rich Fruit Packers. The railroad is willing to provide service to other users along its tracks provided the company provides the railroad spur. The location of the City's industrial area along McHenry Avenue recognizes this willingness to provide service. Future industrial users will, therefore, have the option of using rail service.

Transit and Rapid Transit

The City of Escalon is currently not served by any rapid transit facilities nor any regularly scheduled bus system. A Dial-a-Ride service is available to anyone through SMART. This system provides access throughout Escalon from 10:00 a.m. to 3:00 p.m. Regularly scheduled bus service is not anticipated in the near future unless the City repeals its Growth Management Ordinance and experiences tremendous growth. Current conditions do not warrant increased service.

Although no Greyhound or Trailways facilities exist in the City such services area available in nearby communities. Major stations exist in Modesto and Stockton with limited access available in Ripon and Manteca.

Paratransit

The term paratransit includes such means of transportation as jitney's, carpooling, vanpooling, and taxi service. There is basically not jitney service available in the City. Vanpooling and carpooling is available through the CALTRANS office in Stockton. With the influx of people from the bay area into the San Joaquin County region, such programs may become more extensively used than at present. To date, taxis are not available in the City.

Airports

There are three airports within 25 miles of Escalon. The Stockton Airport is about 15 to 20 miles to the northwest of the City, provides commercial air service and is open to general aviation. The Modesto City-County Airport is approximately the same distance to the south and also provides commercial air service as well as general aviation services. The Oakdale Airport is a publicly owned airport some 10 miles to the southeast of the City and provides service for general aviation only. These airports combined with the Oakland Airport (75 miles), the San Francisco Airport (90 miles) and the Sacramento Airport (70 miles) serve the needs of the City of Escalon and should be adequate for the foreseeable future.

Parking Facilities

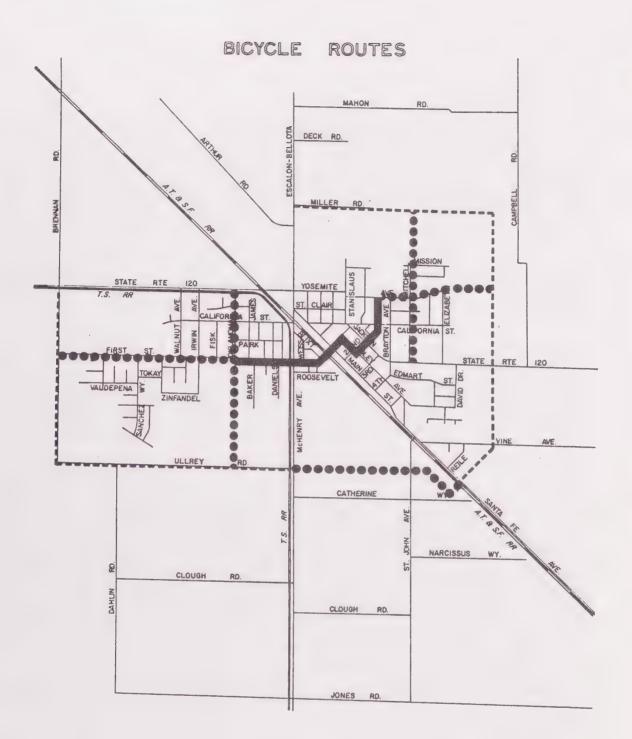
To date there are no city-owned parking facilities. There has been no problem with a shortage of parking at any location in town and there has been no perceived need for any additional parking. The existing facilities appear to be adequate.

New parking needs are handled through the Zoning Ordinance. Prior to adoption of the City's first Zoning Ordinance in 1960, parking was provided either on the street or voluntarily by an individual or company who desired to provide additional parking for a business or home. The Zoning Ordinance required a specified number of off-street parking spaces that had to be provided for each type of use in the City. The recently adopted (1986) revised Zoning Ordinance also included revised off-street parking standards. As time passes the ordinance will need to be updated to provide for changing conditions. For example while the number of cars per capita is increasing in the state thus requiring a larger number of parking spaces, cars have been getting smaller thus requiring smaller size parking spaces.

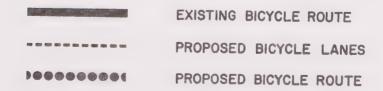
As more growth occurs in Escalon and surrounding areas, the number of commuters to the Bay area and Livermore Valley is increasing. There are, at present, no Park-and-Ride lots in the Escalon area. The City will consider working with CALTRANS to make such a lot available should the need warrant it.

Bicycle Facilities

There are three main classes of bicycle facilities. Class I bicycle routes are completely separated rights-of-way designated for the exclusive use of bicycles. These routes can be found in parks, parkways with an exceptionally wide median or other areas with sufficient space to provide the path. A Class I "bike path" requires at least 11-14 feet depending on whether bicycle



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traffic will be one way (11 feet) or two way (14 feet). If the pathway is parallel to a street, it must be separated by at least 5 feet. Because of the high cost of providing such a path, Class I bike paths should only be developed where Class II and III facilities are inappropriate.

Class II bike routes are restricted rights-of-way which, although they are not separated from the street, are designated for the exclusive or semi-exclusive use of bicycles (commonly called "bike lanes"). Generally these are five foot wide bike lanes located between the parking land and the motor vehicle land. Class II bike lanes are usually found on collectors or arterials.

Class III bike routes have a right-of-way that is shared with vehicles or pedestrians and consists mainly of signing the route to encourage bike traffic. No specific bike "lanes" are provided although some additional pavement width is desireable. Although less safe than eight Class I or II bike facilities, bike routes do have some advantages. The only expense is in providing the appropriate signs designating the route. These signs not only encourage the use of the route by bicyclists, it warns the motorist to be on the alert for bicycles. Class III bike routes should only be located on streets of low traffic volume.

Formal bicycle facilities are basically non-existent within the City although about 25 bicycles a year are registered in the City. There is one existing signed bike route which extends from Dent School to El Portal School along Dent, Second, Main and First Streets. There are no other bike paths or routes of any kind within the City and, prior to this General Plan update, none were proposed.

With the possible exception of McHenry Avenue between the rail-road tracks and the road, there are no logical sites for Class I bike paths. Even this location is not feasible as right-of-way has not been obtained to permit such a path. Most of the streets planned for Escalon already exist at widths that will preclude development of bike lanes. The only logical choice for bike lanes is along the proposed loop road that is yet to be built.

Bike routes are proposed as shown on Figure 1 and include the provision of a bike lanes on part of the proposed loop road, requiring that this road be 90 feet in width.

Pedestrian Facilities

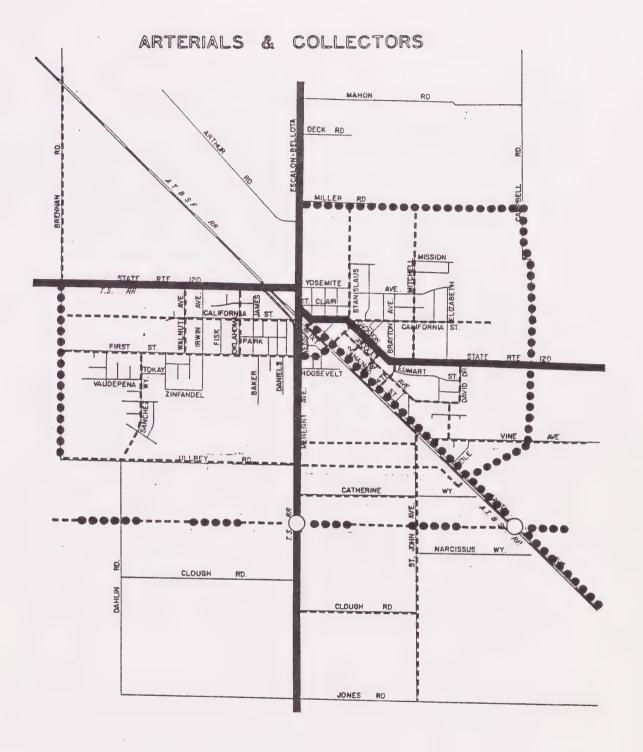
Generally pedestrian facilities are provided by sidewalks along the roadway. Current City ordinances require that sidewalks be provided adjacent to any new development. There are, however, some areas of the City which do not have sidewalks. The City has the authority to require that such improvements be installed if it is necessary for the public good but such an action can be very controversial. In addition, if the City requires residents to install the improvements, the City may have to use its own money to pay for the improvements and be reimbursed over a period of years by the property owner. Therefore, while it can be expected that future development will provide adequate pedestrian access, currently developed areas of the City may not have such facilities for some time.

Provisions should also be made to provide handicapped persons with access to all areas of the City. The means of providing access differ between those areas already existing and those proposed. New construction includes the requirement for handicapped ramps at intersections and building code requirements ensure access to new or substantially remodeled buildings. Retrofitting existing facilities is not as easy. It includes reconstruction of curbs, gutters, and sidewalks at intersections and enlarging driveways, restrooms, etc. in existing buildings. Unless the change of occupancy occurs, the changes in buildings generally do not happen and are beyond the ability of the City to control. There are, however, many existing intersections in the City that could, and probably should, have handicapped ramps constructed.

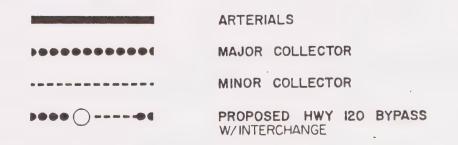
Streets and Highways

Streets and highways provide either the surface for the above mentioned means of transportation or exist as connectors between them. For example, in the case of parking facilities, airports, railroads and rapid transit facilities, the street and highway system provide access to the rather concentrated facilities (i.e. airport terminal, train depot) and aid in moving goods and people. The other transportation facilities such as transit, paratransit, bicycle and pedestrian facilities generally use the street system as the main traveling surface. Occasionally these means of movement operate independent of the street system as in the case of pedestrian overcrossings but sidewalks along the edge of the street are more normal. In any case all other transpor-tation is at least partially dependent on an adequate street system. A nearby airport or railway depot is not of much use unless a person can get from the airport or depot to his exact destination (i.e. home, office, etc.).

There are usually four or more classifications of roads. The four classifications used by the National Committee of Urban Transportation are typical and include expressway, arterial, collector and local. Some sources break these classifications down further into major arterials and arterials, major and minor



LEGEND



collectors and cul-de-sacs. Presented below are fairly standard definitions for the four major classifications.

- 1. Expressways are usually multi-lane, divided roads with few, if any, intersections at grade, with access strictly controlled. Expressways generally serve large volumes of traffic (over 40,000 trips per day) going at fairly high speeds (50-60 m.p.h.). Trip length usually exceeds one mile. Right-of-way is usually over 100 feet wide and includes at least 4 traveling lanes, two emergency parking lanes and a median of 20-40 feet.
- 2. Arterials are also multi-lane roads which connect principal traffic generators or provide movement of large quantities of traffic through an urban area. Arterials generally serve a moderate amount of traffic (10,000 to 40,000 trips per day) with an average trip length of one mile. Right-of-way ranges from 70-100 feet wide and consists of four (4) traveling lanes, and two parking lanes. The City of Escalon standard for arterials calls for 100 feet of right-of-way with 80 feet of pavement.
- 3. <u>Collector</u> streets serve internal traffic movements within a neighborhood or subdivision and connect this area with the arterial system. Collectors are not generally long streets nor do they handle long trips. Approximately 1,500 to 10,000 trips per day can be expected on such streets. Right-of-way width is usually about 60-80 feet with two to four lanes of traffic and two parking lanes. The City of Escalon standard for major collectors is an 80 foot right-of-way with 64 feet of pavement. The proposed loop road will require an additional 10 feet of width to provide for a bike lane in each direction. A minor collector has a 60 foot right-of-way with 40 feet of pavement.
- 4. <u>Local</u> streets provide access to adjacent land and are the majority of streets in a city although they carry a small proportion of the vehicle miles of travel. Each local residential street probably carries less than 1000 trips a day although near the central business district the volume may be much higher. The number of driving and parking lanes is the same as for a collector but are narrower making a typical right-of-way 50 feet. The City of Escalon standard is for a 50 foot right-of-way with 32 feet of pavements.

Specific information regarding the standards for construction of each of these types of roads can be found in the "Standard Details and Certain Specifications" of the City of Escalon.

CITY OF ESCALON GENERAL PLAN CIRCULATION ELEMENT

Amendment

5. Limited access collector streets connect neighborhoods and subdivisions with the arterial street system. The right-of-way is 60 or 70 feet with a turn lane and two traffic lanes and no on street parking. Access is limited to street intersections in areas designated residential on the Land Use Element of the General Plan and in industrial areas on the Land Use Element of the General Plan as approved by the Planning Commission.

Specific information regarding the standards for construction of each of these types of roads can be found in the "Standards Details and Certain Specifications" of the City of Escalon.



In cities of less than 25,000 people it is generally assumed that there will be no expressways. The City of Escalon only has only two existing arterials: (1) the Escalon-Bellota/McHenry Avenue alignment, and (2) Highway 120. Currently right of way for the Escalon-Bellota/McHenry Avenue alignment north of Highway 120 is being obtained for a 100 foot right-of-way and south of the Highway for an 84 foot right-of-way. The right-ofway south of the Highway has apparently been reduced so that no parking, curb, gutter and sidewalk will be built on the side bordering the railroad tracks. The City's Engineers, however, are proposing that a full 100 foot of right-of-way be obtained for the entire length. There are very few parcels developed along McHenry that would prevent the City from acquiring this amount of right-of-way. CALTRANS is also requesting that as development occurs 100 feet of right of way be obtained for the State Highway.

Acquiring additional right-of-way for McHenry might also aid in solving a problem the school district is having. The district must now route its buses in a very circuitous manner in order to avoid crossing both the railroad tracks and McHenry Avenue. Buses traveling eastbound on First or Clough must first stop before the railroad tracks and then before McHenry. If they stop, as required by law for McHenry Avenue, the bus is straddling the tracks, which is illegal. There is no way for school buses to legally cross McHenry from west to east. Additional width for McHenry and the possible adoption of an official plan line might allow for the additional length needed by the bus.

The City also uses the distinction between major and minor collectors. Basically, the difference is that a major collector would require an 80 foot right-of-way while a minor collector would only require a 60 foot right-of-way. Major collectors are proposed for the State Highway, Main Street, First Street from McHenry to Main Street, and the proposed collector loop around the City. Minor collectors can be found on Figure 2. Local streets are all those not otherwise designated on the map. In reviewing the adequacy of the existing road system and its arterial-major collector-minor collector-local classifications several means were used. First, the projected growth for various areas was determined. These population projections were then converted into vehicle trips per day. Review of existing information regarding road traffic was conducted and added to the projections. The result was that the existing road classifi-cations are sufficient for the area covered. arterial will not surpass the 40,000 trips per day criteria. The collectors will likewise not exceed their capacities.

The one major problem with respect to circulation in the City of Escalon is Highway 120. Although a bypass is proposed to be built sometime in the future, it is not yet scheduled for

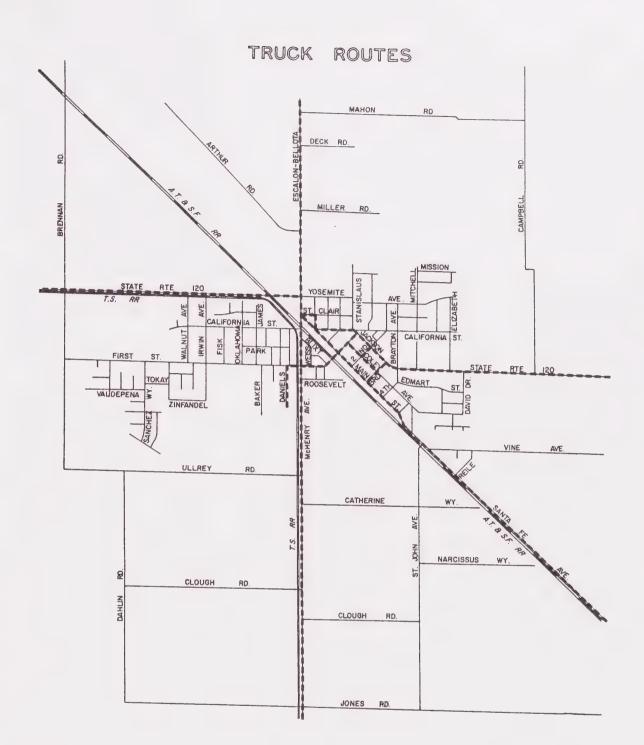
construction and no funds have been allocated for the project. In the meantime, the City is left with a difficult problem. The Highway bisects the City making it very difficult to travel from one part of the city to another. Although the construction of a pedestrian and bicycle overcrossing would alleviate some of the problems, this is costly and would do nothing to solve the vehicular problems. Attempts by the City urging CALTRANS to help have met with no success. The situation appears to be one the City can do nothing about and one which CALTRANS is reluctant to do anything to solve.

Specific plan lines have not been used in the City of Escalon in the past. Generally such plan lines are adopted for two reasons. First, the City may want to obtain more right-of-way from one side of an existing street than the other. It is assumed that when an ultimate street width is adopted, right-of-way will be evenly obtained from both sides of the street (e.g. a sixty foot wide street would require 30 feet from the centerline on both sides). This is sometimes not practical and adoption of a specific plan line will permit the City to obtain different amounts of right of way and still let everyone know in advance what is extrected.

Second, if an entirely new road is going to be built and the City has specific ideas about where that road should be placed, a plan line would be appropriate. In Escalon, this would would be appropriate for the proposed loop road. While some of this road will be along the alignment of existing roads, a large portion is not. Adopting a specific plan line for this road would prevent someone from developing property that does not meet the City's expectations.

Truck routes are currently designated by City Ordinance and are depicted in Figure 3. These routes are deemed adequate to serve the needs of the City. In addition to these streets the City ordinance permits, on any street, trucks "coming from an unrestricted street [truck route] having ingress and egress by direct route to and from restricted streets where necessary for the purpose of making pickups and deliveries of goods, wares and merchandise from or to any building or structure located on such restricted streets or for the purpose of delivering materials to be used in the actual and bonafide repair, alteration, remodeling or construction of any building or structure upon such restricted street for which a building permit has previously been obtained therefore".

Scenic highways are non-existent in the City of Escalon. As can be quickly ascertained from review of a map of the City, none of the roads, streets, or highways are, or have the potential to be scenic highways. As a result, there are none so designated.





SAFETY ELEMENT

CITY OF ESCALON

ADOPTED MAY 2, 1988



ESCALON SAFETY ELEMENT TABLE OF CONTENTS

		PAGE
Natura	- GOALS, POLICIES AND IMPLEMENTATION MEASURES al Disasters ade Disasters	1 11 0
I. II. III.	- BACKGROUND INFORMATION Seismic Information Flood Hazard Fire Hazards	6 6 9 10
1 V . V .	Hazardous Materials Other Safety Hazards	15



SAFETY ELEMENT

Chapter I

Goals, Policies and Implementation Measures

The following goals, policies and implementation measures are intended to guide the City of Escalon in using the Safety Element. They are based on the information included in Chapter 2.

NATURAL DISASTERS

- GOAL 1 TO PREVENT LOSS OF LIFE AND REDUCE PROPERTY DAMAGE AS A RESULT OF NATURAL DISASTERS. (Comment: The City of Escalon is prone to few natural disasters. Although there are no major faults in the valley portion of San Joaquin County, some faults do exist in the foothills on the eastern and western edge of the County. Earthquakes could occur that would cause damage in Escalon.)
 - Policy 1 The City will adopt (and implement as necessary)
 plans to minimize the impacts of a natural disaster.
 (Comment: The San Joaquin County Office of Emergency
 Services coordinates disaster planning for the entire
 County, working with cities within the County. Although
 natural disasters cannot be avoided, plans can be made to
 deal with the effects of the disaster, often minimizing
 the impact on property and the loss of life.)

Implementation Measures

- 1. The City will continue to work with the Office of Emergency Services to develop evacuation routes to be used in case of a disaster.

 Evacuation routes will include routes in the County, therefore plans for evacuation routes must be coordinated with the County.
- 2. The City will develop and maintain an emergency preparedness plan that will include such things as emergency shelters, assignment of responsibility and lines of communication.

Policy 2 - Escalon shall support efforts to identify and rehabilitate structures that are not earthquake resistant. (Comment: Escalon has several buildings that were built before current building standards which address earthquake safety. These buildings need to be identified and rehabilitated so that the public is protected from the effects of an earthquake. This type of program is costly both for the agency enforcing the standards and the owner of the building. Some type offederal or state help would be required in order to accomplish this goal. There does not appear to be any such help currently available and no change is expected in the near future. Should such aid become available, the City will support their use.)

Implementation Measures

1. The City shall take advantage of programs that would provide funds to identify and rehabilitate structures that do not currently meet building standard minimums for earthquake resistance.

MAN-MADE HAZARDS

- GOAL 2 TO MINIMIZE THE EFFECTS OF HAZARDOUS CONDITIONS THAT MIGHT CAUSE LOSS OF LIFE AND PROPERTY. (Comment: In addition to hazards from natural disasters, there are a variety of hazards that occur because of urbanization. Many of these hazards can be mitigated or eliminated through appropriate City policies. Specifically, there are hazards from fires, crime, automobile traffic, and use and transportation of hazardous materials.)
 - Policy 3 All new development shall be designed to reduce safety and health hazards. (Comment: All new development and requires special approval from the Planning Commission and the Board of Supervisors through the tentative map, plot plan review, or planned development process. Part of the review process should include design review to assure proper access for emergency vehicles and proper siting of buildings to minimize crime opportunities.)

Implementation Measures

1. Review development proposals and require redesign when necessary to ensure that buildings are designed and sited to minimize crime.

- 2. Development standards shall be imposed to provide street lighting, storm drainage, proper sewage disposal, setbacks, fire walls, access for emergency equipment, etc.
- 3. All building permits shall be reviewed to ensure compliance with the Uniform Building Code.
- Policy 4 Adequate police and fire protection shall be provided. (Comment: Discretionary approval of projects should include review of whether or not adequate police and fire protection facilities can be provided. Approval should only be granted where adequate facilities exist.)

Implementation Measures

- 1. The City shall study the needs of law enforcement personnel to determine if development fees should be adopted to support increased needs.
- 2. The City shall adopt a three-year Capital Improvement Program for maintenance and improvement of the water system to provide improved fire flows.
- 3. The City shall not approve a project unless police can be supplied at the ratio of one sworn officer for every 466 people (the current ratio) along with the required equipment and support personnel.
- 4. The City shall not approve a project unless fire personnel can be supplied at the ratio of one fireman for each 2,000 population along with the required equipment and support personnel.
- Policy 5 Roads shall be maintained for the safety of travelers. (Comment: The width and condition of roads contribute to the safety of motorists. Roads should be developed to their ultimate width as the width becomes necessary for safe traffic flow. Adequate maintenance should be provided so that roads may be used without hazard. In addition the City should do everything possible to ensure that the vehicles travelling the roads do not increase hazards to motorists.)

Implementation Measures

- 1. New development shall be required to provide street lighting, storm drainage, proper sewage disposal, setbacks, fire walls, etc.
- 2. The City shall adopt a 3 year CIP for maintenance and improvement of roads.
- Policy 6 The City shall support the formation of improvement districts (if necessary) to eliminate safety hazards.

 (Comment: The State Law allows for the formation of improvement districts by a group of people with a common concern so that money can be contributed by all towards elimination of the common problem. These districts can, among other things, provide for improved water service and major road improvements. Various means of forming these districts exist including sections of the Streets and Highways Code and the Mello-Roos Improvement Act.)

Implementation Measure

- 1. If development is desired in an area without all the needed services, the City shall consider forming an appropriate district to provide these services.
- Policy 7 The County Office of Emergency Services and the Health Department shall continue to coordinate efforts to identify locations of hazardous materials and prepare and implement plans for management of hazardous spills as required. (Comment: The use of hazardous materials is increasing. Both the storage/use and transportation of these materials can cause problems. State Law is providing some authority to identify locations of these materials. The Health Department and the Office of Emergency Services are coordinating these efforts.)

Implementation Measure

- 1. The City will continue to provide planning efforts to locate and minimize the effects of hazardous materials through the City's adopted disaster plan.
- Policy 8 The City will continue to enforce the Uniform
 Building Code and other adopted City Codes. (Comment:
 The Uniform Building Code and other model codes used in
 building include provisions for safe construction under
 the most current standards.)

Implementation Measure

1. All building permits shall be reviewed to ensure compliance with adopted City Codes.

Chapter 2

BACKGROUND INFORMATION

Section 65302 of the California Government Code requires that every jurisdiction in California adopt a Safety Element "for the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides, subsidence and other geologic hazards known to the legislative body; flooding; and wildland and urban fires. The safety element shall include mapping of known seismic and other geologic hazards. It shall also address evacuation routes, peakload water supply requirements, and minimum road widths and clearances around structures, as those items relate to identified fire and geologic hazards. "

The above requirements combine all of the information which previously was required to be contained in the Safety and Seismic Safety Elements. Since State Law has combined the requirements for the two elements, this Safety Element will replace Escalon's existing Safety and Seismic Safety Elements.

Escalon could be affected by some of the factors listed above. The only potential hazard that is specifically listed which could not affect Escalon is a tsunami (commonly called a tidal wave). Other potential hazards are very unlikely. It is also unlikely that the City will be affected by a seiche (earthquake induced waves in lakes or ponds) since there are no lakes or large ponds in the Escalon area. One type of ground failure, subsidence, has not been a problem in Escalon and there is no evidence that it will become one. Since the General Plan area of the City of Escalon is basically flat, there should also be no problem from mudslides or landslides.

I. <u>SEISMIC AND GEOLOGIC HAZARDS</u>

Earthquakes originate as movement or slippage occurring along an active fault. These movements generate shock waves that result in ground shaking. Structures of all types, if not designed or constructed to withstand ground shaking, may suffer severe damage or collapse. Likewise, some slopes will collapse due to the soil or geological characteristics resulting in hazard both in terms of collapse of structures located thereon, or collapse of structures within the path of resulting land slides.

Faults located within San Joaquin County include the Tracy-Stockton Fault, the Black Butte Fault, the Telsa Fault, the Patterson Pass Fault, and the Midland Fault.

The Tracy-Stockton Fault passes near Tracy to directly beneath (and beyond) Stockton in the northeasterly direction. Subsurface data indicates that no appreciable movement has occurred on this fault since Mid-Pliocene time, perhaps five million years ago or more, however, there is a serious question as to the inactivity of this fault since three known epicenters have been located near this fault in the central part of San Joaquin County.

The Black Butte and the Tesla Faults are located in the extreme southwest corner of San Joaquin County. There is no recorded evidence of any activity on either of these faults.

The Patterson Pass Fault extends northwest from the San Joaquin-Alameda County boundary toward Livermore. It seems unlikely that this small fault presents a significant seismic threat to San Joaquin County in comparison with the San Andreas system.

The Midland Fault crosses a small portion of the northwest part of the County. This fault is relatively inactive and the effects of earthquakes on the San Andreas, Calaveras, Hayward, or Tracy-Stockton Faults are considered far more significant.

Outside the County are a number of faults which are definitely known to be active. The San Andreas system is the most widely known. This system comprises several individually named fault zones in the San Francisco Bay area, the principal ones being the San Andreas, Hayward, and Calaveras. East of San Joaquin County the Melones Fault and the Bear Mountain Fault have been identified. These are not judged to pose a seismic threat to the County.

Numerous earthquakes occur each year along California's major faults which are the San Andreas, Calaveras, Hayward and Nacimento faults. Information furnished by the State Department of Mines and Geology and the State Office of Emergency Services indicates that ground shaking along these faults can produce damage within the County to reach varying intensities rated on the Modified Mercalli Intensity Scale of 1931. According to the California Division of Mines and Geology Bulletin 198, "Urban Geology Master Plan for California", the Escalon area is shown to be in a low severity zone with a probable maximum intensity of VI or VII on the Modified Mercalli Scale of 1931. A copy of the Modified Mercalli Intensity Scale is shown in Table 1.

MODIFIED MERCALLI INTENSITY SCALE

- Not felt. Marginal and long-period effects of large earthquakes.
- II. Felt by persons at rest, on upper floors, or favorably placed.
- III. Felt indoors. Hanging objects swing. Vibration like passing of light trucks. Duration estimated. May not be recognized as an earthquake.
- IV. Hanging objects swing. Vibration like passing of heavy trucks; or sensation of or sensation of a jolt like a heavy ball striking the walls. Standing motor cars rock. Windows, dishes, doors rattle. Glasses clink. Crockery clashes. In the upper range of IV, wooden walls and frames creak.
- V. Felt outdoors; direction estimated. Sleepers wakened. Liquids disturbed, some spilled. Small unstable objects displaced or upset. Doors swing, close, open. Shutters, pictures move. Pendulum clocks stop, start, change rate.
- VI. Felt by all. Many frightened and run outdoors. Persons walk unsteadily. Windows, dishes, glassware broken. Knickknacks, books, etc., off shelves. Pictures off walls. Furniture moved or overturned. Weak plaster and masonry D cracked. Small bells ring (church, school). Trees, bushes shaken (visibly, or heard to rustle).
- VII. Difficult to stand. Noticed by drivers of motor cars. Hanging objects quiver. Furniture broken. Damage to masonry D, including cracks. Weak chimneys broken at roof line. Fall of plaster, loose bricks, stones, tiles, cornices (also unbraced parapets and architectural ornaments). some cracks in masonry C. Waves on ponds; water turbid with mud. Small slides and caving in along sand or gravel banks. Large bells ring. Concrete irrigation ditches damaged.
- VIII. Steering or motor cars affected. Damage to masonry C; partial collapse. Some damage to masonry B; none to masonry A. Fall of stucco and some masonry walls. Twisting, fall of chimneys, factory stacks, monuments, towers, elevated tanks. Frame houses moved on foundations if not bolted down; loose panel walls thrown out. Decayed piling broken off. Branches broken from trees. Changes in flow or temperature of springs and wells. Cracks in wet ground and on steep slopes.
 - IX. General panic. Masonry D destroyed; masonry C heavily damaged, sometimes with complete collapse; masonry B seriously damaged. (General damage to foundations.) Frame structures, if not bolted, shifted off foundations. Frames cracked. Serious damage to reservoirs. Underground pipes broken. Conspicuous cracks in ground. In alluviated areas sand and mud ejected, earthquake fountains, sand craters.
 - X. Most masonry and frame structures destroyed with their foundations. Some well-built wooden structures and bridges destroyed. Serious damage to dams, dikes, embankments. Large landslides. Water thrown on banks of canals, rivers, lakes, etc. Sand and mud shifted horizontally on beaches and flat land. Rails bent slightly.
 - XI. Rails bent greatly. Underground pipelines completely out of service.
- XII. Damage nearly total. Large rock masses displaced. Lines of sight and level distorted. Objects thrown into the air.

Definition of Masonry A, B, C, D:

Masonry A - Good workmanship, mortar, and design; reinforced, especially laterally, and bound together by using steel, concrete, etc.; designed to resist lateral forces.

Masonry 8 - Good workmanship and mortar; reinforced, but not designed in detail to resist lateral forces.

Masonry C - Ordinary workmanship and mortar; no extreme weaknesses like failing to tie in at corners, but neither reinforced nor designed against horizontal forces.

Masonry D - Weak materials, such as adobe; poor mortar; low standards of workmanship; weak horizontally.

New buildings in Escalon are constructed to prevent loss of life as a result of an earthquake. Older buildings, however, especially unreinforced masonry buildings could collapse causing injury and loss of life. According to a report in 1979 to the California Seismic Safety Committee*, a building should be considered hazardous to life in the event of an earthquake if the building:

- A. Was constructed prior to the adoption and enforcement of local building codes requiring the earthquake resistant design of buildings;
- B. Is constructed of unreinforced masonry;
- C. Lacks an effective system for resisting lateral forces; and
- D. Exhibits any one of the following characteristics:
 - 1. Has exterior parapets and ornamentation that may fall on a public way;
 - 2. Is constructed of unreinforced masonry;
 - 3. Has exterior walls of unreinforced masonry that are not anchored to the floors or roof;
 - 4. Has sheathing or roofs that is not capable of withstanding lateral loads or uniformly transferring horizontal loads to walls; or
 - 5. Has large openings in walls that may result in damage due to torsional (twisting) forces.

In order to eliminate these problems reconstruction is necessary to at least provide for the adequacy of: (a) unreinforced masonry bearing walls, (b) the anchorage of exterior parapets and ornamentation, (c) the anchorage of unreinforced bearing walls to the floors and roof, (d) floor and roof diaphragms, and (e) the development of a complete bracing system to resist horizontal wind and earthquake forces.

Enforcing the retrofitting of buildings to meet earthquake standards is a difficult task. First, Escalon would have to commit staff to the project. In addition to being costly, this would require a policy decision on the part of the City Council that the potential problems were of such dimensions that the cost, both to the City and to the landowner, is warranted. Second, the cost to the property owner might be prohibitive, at the very least causing construction impacts on the existing tenants, possibly relocation and rent

^{* &}lt;u>Hazardous Buildings: Local Programs to Improve Life Safety</u>. (Hazardous Buildings Committee, Seismic Safety Commission, Sacramento), 1979.

increase. The report referenced above stated that it was unlikely that building owners could feasibly afford the cost of making the necessary improvements and that some sort of grant funds would be needed.

Aside from structural damage, earthquake activity can produce three other types of adverse effects. The first is ground failure, which itself is a factor in making some lands unsuitable for development. None of the area within the Escalon General Plan area is composed of geological formations susceptible to such failure. The second adverse effect would be from a seiche (an earthquake-induced wave in a lake, reservoir, or harbor). As state earlier, there are no bodies of water within the Escalon General Plan area large enough to be subject to a seiche.

The third effect would be caused by damage to a dam that results in dam failure. There are a number of dams on upper reaches of rivers that traverse the County which could produce flooding should they fail. There are requirements that the owners of dams prepare maps showing areas which would be flooded should the dams fail. Dam failure inundation maps are available for the dams on the Stanislaus River. These maps indicate that the City of Escalon will flood if the dam fails. For planning purposes, the U.S. Army Corps of Engineers has estimated that it would take about three hours for the water to reach Escalon. Information regarding the depth of the water should flooding occur is no longer available. It is the policy of the Corps not to list depths since such a calculation depends on too many variables (amount of water stored, location of the failure, extent of the failure, etc.). Evacuation routes for the City have not been developed but work is proceeding by the County Office of Emergency Services.

II. FLOOD HAZARD

Flooding has been a major problem throughout the history of San Joaquin County, but has not had any major effect on Escalon. The Stanislaus River is sufficiently removed from the City that no danger of flooding exists except as described above in the case of failure of the New Melones Dam. The danger of flood damage resulting from earthquake activity (the potential for dam failure) is discussed above.

III. FIRE HAZARDS

Fire hazards consist of two types - urban fires or wildland fires. The causes of the two types of hazards and their effect differ. While urban fires result in injuries and loss of property, brush fires may result in loss of natural vegetation, loss of agricultural crops, erosion of the soil and intrusion of the eroded soil into lower lying areas where it may be deposited.

A. Urban Fires

Urban fire hazards are primarily those associated with commercial, industrial and residential structures and the activities that surround them. Most urban fires are caused by human activities, with the danger associated with any particular fire dependent upon the individual circumstances. Over the years standards for development have been improved to reduce the frequency and severity of such fires. Building codes have been revised to utilize the most up-to-date construction methods in an attempt to make new buildings as safe as possible. Fire walls are now required when buildings are built close together or near a property line. Electrical standards have changed to require safer construction.

Fire hazards are greatest in areas containing older buildings which do not meet current building codes. In addition these areas are more likely to be poorly maintained, increasing the likelihood of fires. The buildings in the center of town, particularly the commercial area along Main Street, are the most susceptible to fire since they were built prior to many of the new regulations.

Property damage from urban fires can be financially substantial although in the majority of cases damage can be limited to few structures. Injuries and deaths are more frequent in residential fires than any other type since they occur in structures that are inhabited.

B. Wildland Fires

Four factors contribute to wildland fires: vegetation, climate, topography and people. Chaparral, grasslands and other wild plant life provide the major sources of fire fuel. The Escalon area has a Mediterranean type of climate with cool, wet winters and hot, dry summers. The hot, dry summers in Escalon produce large areas of extremely dry vegetation often

located in areas where the topography enhances the spread of flames and prohibits access for fire fighting equipment. The existence of people in these areas increases the chances of fire. The chances of wildland fires in the Escalon area are limited but there could be some such fires outside the City limits. As the City grows, the potential for wildland fires within the Sphere of Influence decreases.

C. Minimizing Fire Hazards

The City has developed several mechanisms for dealing with fire hazards. Building Code Standards require use of the safest electrical methods and separation between buildings for fire reasons. When separations are not maintained, walls must be built (commonly called fire walls) through which fire cannot burn for a specified time, usually one to four hours. This helps prevent the spread of urban fires. Some buildings whose use would be more susceptible to fire must have automatic sprinkler systems installed. Numerous other safety measures can be found in the Building Code.

The City has an ordinance which requires removal of all weeds which constitute a fire menace. If the property owner does not remove the material, the City can do so and charge the cost of removal to the property owner. In addition the City has developed minimum fire flow requirements for new development. Minimum fire flow requirements for single family residential development is 1500 GPM (gallons per minute). For R-2 and R-3 development it is 2500 GPM. For commercial development the requirement is at least 3500 GPM and industrial development is required to have at least that much if not more, based on the City Engineer's requirements. Fire hydrants are required to be placed so that a fire hose does not have to be any longer than 300 feet for commercial areas and 500 feet for single family residential areas. Blue markers are installed in the center of the street to make finding the hydrants easy for the Fire Department and hydrants are uniformly located on the north side of east-west streets, on the west side of north-south streets. at the end of cul-de-sacs, and at the northwest corner of intersections.

The Land Use Element of this General Plan requires that urban development occur through logical expansion of existing urban areas so that urban services (such as fire protection, public water, etc) can be provided. One reason for this requirement

is that provision of public water reduces the effects of urban fires. The Circulation Element proposes road widths and standards that will provide adequate access for fire fighting equipment.

The Zoning Ordinance and Subdivision Ordinance also contain standards to minimize fire hazards. Among these provisions are minimum setbacks between dwellings and between buildings and streets as well as a prohibition on the creation of parcels without adequate access. The minimum width road (without special approval) is 50 feet.

The major impact of these measures has been directed towards current and future development. They do little to alleviate urban fire problems in older areas. The social and economic ramifications of attempting to mitigate the potential threat of fire hazardous structures are great. Issues to be faced include occupant safety and welfare, equitable treatment of building owners, possible relocation of occupants and minimization of overall adverse effects on the local economy. In the past some of these issues could have been addressed through the use of Community Development Block Grant (CDBG) funds, however, the future of those funds is in doubt. Both the Escalon Building Department and the San Joaquin County Health Department attempt to upgrade older buildings through the use of the Uniform Building Code and health and safety laws. Both the legal authority and the available staff time is limited for this type of activity.

IV. HAZARDOUS MATERIALS

One area of safety that is gaining more and more attention is the subject of hazardous materials. A great deal of concern has been raised by the media about the disposal of hazardous waste, such as nuclear waste from reactors. The California Highway Patrol is currently considering designating certain roads for the transportation of nuclear waste. None of the proposed routes traverse the Escalon General Plan area. Public officials and employees from many disciplines agree that disposal of hazardous waste is a big problem. However, this is a very small part of the potential problem (less than 5%). An even greater potential problem is the subject of hazardous materials, i.e. chemicals, flammable liquids, etc. that are used throughout the country but are not waste products.

A wide variety of businesses and industries use hazardous materials in their processes. For example, photographic processors and testing laboratories use a variety of chemicals. These uses, and many others, are permitted to operate in commercial zones with little or no local controls. Industrial plants can, and do, use a variety of hazardous materials such as liquid chlorine (in industrial strength, a spill can result in a gaseous cloud requiring evacuation). The Santa Clara Valley is finding that the supposedly clean high-tech, electronic, industries use a variety of hazardous materials in their processing which must be disposed of eventually.

Since Escalon is surrounded by agriculture, one of the primary uses of hazardous materials is in farming. Chemicals are applied to crops every day throughout the area. Although precautions are taken to prevent danger, mistakes can happen. Overspraying by crop dusters is not uncommon. Simple miscalculation of weather conditions can result in problems.

As the use of hazardous materials increases, public agencies have become concerned about potential problems. The greatest concern is that little information is available indicating the types of materials businesses and industries in any given location were using. Local jurisdictions had the power to adopt disclosure ordinances to require businessmen to report the hazardous materials they used. Adoption of such ordinances was politically difficult since the industries felt disclosure might give away some trade secret and usually fought against adoption of a disclosure ordinance. AB 2185 and AB 2187 were passed last year which will require businesses to disclose what type of hazardous materials they are using. In addition, businesses which store, use, or manufacture hazardous materials will have to develop a business plan that describes methods of dealing with an accident and prescribes methods of training its personnel to deal with these accidents. Annual and semi-annual reinspections will be required as well. This will greatly increase the ability of local agencies to cope with potential and actual hazards. In addition, manufacturers and users of hazardous materials are required to provide, upon request, a data sheet on each type of material handled. This data sheet provides all relevant information about the substance.

If hazardous materials are being used by businesses and industry, they are obviously being transported there by some means, usually by trucks or rail. According to State officials, one out of every seven rail cars in a freight train carries some type of hazardous material. There is no way of knowing what proportion of trucks carry such cargo.

With both the Tidewater Southern Railroad and the Santa Fe Railway tracks traversing Escalon, transportation of hazardous materials by rail could cause problems in Escalon. Transporting hazardous materials by rail is the best documented means of transporting such cargo. Rail companies keep detailed records of the shipments both on the train and in their offices. If an accident were to occur, the rail company knows exactly what is in every rail car and what its location is on the train. The same is not true of truck transportation.

Although trucks are required to carry placards which indicate by a system of numbers what hazardous substance they are carrying, there can be several complications. First, there is no central office responsible for the load. If an accident occurs on a railroad, the local agency can call the rail company. The rail company can provide both exact information on substances carried and personnel to handle the accident. If there is an accident with a truck, the local agency is usually on its own. Second, someone at the scene must be familiar with the code system in order to determine what type of material is being transported. Both law enforcement and fire department officials are equipped with this information but are sometimes hesitant about doing anything because it is relatively easy to make a mistake. Third, an accident could easily occur which obscures the placard, making it impossible for someone approaching the accident to know that hazardous material is involved.

Finally, trucks have much more mobility than trains. They may travel on any roads designated as a truck route. Truck terminals are located throughout the state, many in urbanized areas. Trucks carrying hazardous materials may arrive and be stored on a property without anyone except the operator of the truck terminal being aware of it. If an accident were to occur, such as a fire, the local officials might not have any way of determining what type of hazardous material is involved. Methods exist to require that truck terminal operators provide accurate, up-to-date information about loads parked on the property. There is still nothing that can legally be done to limit parking of trucks along truck routes (a situation that is becoming more and more common) unless parking of all types is prohibited.

The area of hazardous materials accidents is one which is particularly susceptible to the state-wide liability crisis being experienced by local jurisdictions. Public agencies are finding it difficult to obtain liability insurance through normal carriers. Although there is some interest for jurisdictions to pool their

resources and self insure, this concept has not been in existence very long and local jurisdictions are cautious about using this means of insurance. One of the causes of the insurance crisis is the current interpretation by the courts of the deep pocket theory. In addition to awarding substantial settlements in rather unusual cases, the courts are requiring public agencies to pay the full cost of the settlement in cases where the other defendants are unable to do so, even if as little as 1% of the blame belongs to the public agency. Since many individuals do not carry liability insurance in great amounts, cities and counties are being required to pay huge sums for accidents that are generally not their fault. With the passage of Proposition 51 in June 1986, the damages subject to the deep pocket theory will be limited to out-of-pocket expenses. The huge awards being granted for pain and suffering will be exempt.

Given the current temper of the courts, local agencies are reluctant to get involved in hazardous materials problems. If, in attempting to clean up a spill, something happens to worsen the situation (possibly something that is not the fault of the public agency) the public agency would probably be held liable. Although the public agency may be attempting to aid the situation, there is no guarantee of immunity. It is easier to not get involved in the first place. Recently, this has resulted in some "buck-passing" on the part of agencies called in to handle a hazardous materials accident. Until there is some type of action taken at the State level to limit the liability of a local jurisdiction, there is not much that can be done locally to eliminate this problem.

V. OTHER SAFETY HAZARDS

A. Airports

There are no airports or airstrips within the General Plan area of Escalon nor in the area adjacent to the boundary.

B. Streets and Roads

Streets and roads can be a safety hazard in several ways. The most obvious hazard occurs when a road is not adequately maintained. Potholes and other uneven surfaces can cause or contribute to accidents. There are, however, other safety hazards that are not as obvious.

Overcrowding of roads, slightly off-set intersections and other design problems can be hazardous. The Circulation Element of the General Plan proposes roads of sufficient width to handle anticipated future traffic, however few of the roads actually exist at the proposed width. As development occurs, the City requires developers to pay for widening roads. In addition the City uses its various funding sources to improve roads that are not adjacent to development (and therefore not improved by the developer) but are still becoming unsafe from overcrowding. Unfortunately funding is not always adequate to do as much as needs to be done. The City also carefully reviews proposed developments to ensure that driveways are in the safest possible location and that intersections do not consist of off-set streets. Cul-de-sacs and street segments are of limited length so that access for emergency vehicles is not restricted should the road be blocked.

The type of vehicles on the roads is another possible safety hazard. For example, semi-trucks on residential streets could cause safety problems. This is one of the reasons the City designates certain streets as truck routes and prohibits trucks and truck parking on others.

The minimum width and location of roads also affects access by emergency vehicles. Police, fire and ambulance vehicles need to have access to all parts of the City. Roads must go to the places to be served and must be of sufficient width to handle these often-large vehicles.

C. Other Hazards

A variety of other safety hazards can occur. Crime becomes more of a problem with urbanization. Street lights in residential areas tend to decrease crime. Parks can be designed to be attractive but not provide numerous areas that are difficult for police to patrol. Commercial areas can be well-lit and designed to provide police with adequate view of potential criminals. All of these measures can be accomplished through the normal permit process.

Although the City has no nuclear reactors within its General Plan boundaries, it is within the Ingestion Pathways Zone (IPZ) of the Rancho Seco reactor near Sacramento. If Rancho Seco were to experience a melt-down Escalon would be affected. Although there would be little effect from the radiation on

humans, no food or water from this area could be eaten. Ingestion of plants, animals (or their by-products such as milk) could be hazardous. The County Office of Emergency Services is coordinating disaster planning with their State counter-part. With the closing of Rancho Seco and the reported problems with its reopening, this should not be a problem for some time.

CONSERVATION, OPEN SPACE AND RECREATION ELEMENTS

CITY OF ESCALON

ADOPTED MAY 2, 1988



ESCALON OPEN SPACE, CONSERVATION AND RECREATION ELEMENTS TABLE OF CONTENTS

	PAGE
CHAPTER 1 - GOALS, POLICIES AND IMPLEMENTATION MEASURES Ag/Urban Conflict Ag Preservation Recreation/Open Space	1 1 2 2
CHAPTER 2 - OPEN SPACE, CONSERVATION AND RECREATION PLAN A. Preservation of Natural Resources B. Managed Production of Resources Map 1 - Soils	4 6 7
C. Public Health and Safety D. Outdoor Recreation Table I - NRPA Standards for Neighborhood	9
and Community Parks Map 2 - Parks	10
Appendix I - Age of Population	12



OPEN SPACE, CONSERVATION AND RECREATION ELEMENTS

Chapter 1

Goals, Policies and Implementation Measures

The following goals, policies and implementation measures are intended to guide the City of Escalon in using the conservation, open space and recreation elements. These are based on the information provided in Chapter 2.

AG/URBAN CONFLICT

GOAL 1 - TO MAINTAIN A LOGICAL BOUNDARY BETWEEN URBAN AND RURAL USES.

Policy 1 - Annexations shall be designed to minimize the conflict between urban development and agricultural land.

Implementation Measure

- 1. Each annexation shall be reviewed to ensure it does not further urban sprawl but rather continues to provide a compact city limits boundary without County islands or peninsulas of City land.
- GOAL 2 TO PROVIDE ADEQUATE ROOM FOR GROWTH WHILE PREVENTING PREMATURE INTRUSION OF URBAN DEVELOPMENT INTO AGRICULTURAL AREAS.

Policy 2 - The City of Escalon will only annex land as needed to provide an adequate but not excessive supply of land for development.

Implementation Measures

1. When reviewing annexations, information regarding existing vacant land already within the City will be considered by the Planning Commission and City Council prior to granting support for the annexation.

2. Each annexation shall be reviewed to ensure it does not further urban sprawl but rather continues to provide a compact city limits boundary without County islands or peninsulas of City land.

Policy 3 - The City shall monitor its actions to make certain it is making the most efficient use of its land.

Implementation Measures

1. The City shall periodically review its Zoning Ordinance and the Land Use Element of the General Plan to ensure that the density of development permitted within the City is the most efficient possible while still maintaining the quality of life of its residents.

AG PRESERVATION

GOAL III - TO CONTINUE AGRICULTURAL USE OF LAND OUTSIDE THE CURRENT CITY LIMITS

Policy 4 - The City shall support use of Williamson Act contracts within its General Plan boundary to encourage continued agricultural use of the land until annexation.

Implementation Measure

1. The City shall protest all Williamson Act contracts within its General Plan boundary.

RECREATION/OPEN SPACE

GOAL IV - TO PROVIDE FOR THE RECREATIONAL NEEDS OF THE COMMUNITY.

Policy 5 - The City shall provide parks at the rate of 4.97 acres of park per 1000 population.

Implementation Measure

1. The City shall consider adoption of park-in-lieu fees adequate to provide the desired parks.

Policy 6 - The City shall purchase land in the approximate locations as shown on Map 2.

Implementation Measure

1. As the City approaches the park sites/storm drainage ponds shown on the map labeled "Parks" the land will be purchased or required to be dedicated prior to development.

Policy 7 - Parks shall be developed as growth warrants.

Implementation Measure

 As urban growth occurs near City-owned park land, the parks will gradually be developed as demand increases.

GOAL V - TO PROVIDE ACCESSIBILITY TO ALL RECREATIONAL FACILITIES.

Policy 8 - Bikeways as described in the Circulation Element should be designed to serve recreational facilities.

Implementation Measures

1. New development shall be reviewed to determine whether any required street construction should include bike paths.

Chapter 2

Open Space, Conservation and Recreation Plan

Current state law requires that every city and county have an open space and a conservation element of the General Plan. A recreation element is an optional element but is required if a city wants to require park-in-lieu fees. The City of Escalon currently has all three elements although it does not require park-in-lieu fees. Since the requirements for all three elements are similar and overlap considerably, this update will combine the three elements into a single element to avoid duplication.

Specifically, Government Code Section 65563 requires a city or county to have an adopted open space element for the "comprehensive and long-range preservation and conservation of open-space land within its jurisdiction." Open-space lands are defined in Government Code Section 65560 (b) as lands for:

- (a) "the preservation of natural resources including, but not limited to, areas required for preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lakeshores, banks of rivers and streams, and watershed lands",
- (b) "the managed production of resources, including but not limited to forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply ",
- (c) "outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and openspace reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors ",

(d) "public health and safety, including, but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality ".

Furthermore, the open space element should include an inventory of privately and publicly owned open space lands, goals and policies for preserving/managing open space lands, and a program of specific implementation measures.

The conservation element is, according to Section 65302(d) of the Government Code, supposed to provide for the "conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources." This element contains almost identical information as that part of the open space element that deals with preservation of natural resources.

Since the recreation element is not a required element under state law, there are no legal requirements regarding the contents of the plan. The plan should contain sufficient information to justify the collection of park-in-lieu fees (e.g. standards for amount of park land to be provided and locations of the parks) although this is no longer a requirement for collecting such fees. Prior to amendments to the state law in 1984, recreation elements were required to contain "a comprehensive system of areas and public sites for recreation, including the following, and, when practicable, their locations and proposed development: (1) natural reservations, (2) parks, (3) parkways, (4) beaches, (5) playgrounds, (6) recreational community gardens, (7) other recreation areas."

For organizational purposes this element shall be divided into the four types of open space lands defined in the Government Code. That information required to be in the Conservation Element shall be included in the section titled "Preservation of Natural Resources." The Recreational element shall be incorporated in the section "Outdoor Recreation".

A. PRESERVATION OF NATURAL RESOURCES

Open space for the preservation of natural resources includes "areas required for preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lakeshores, banks of rivers and streams, and watershed lands. "This overlaps with Section 65302(d) of the Government Code which requires a conservation element for the conservation, development and utilization of natural resources including water, soils, rivers, fisheries, and wildlife.

Most of the areas mentioned above are outside Escalon's General Plan boundary. There are no specific areas required for ecologic or other scientific study purposes, no coastal beaches, lakeshores, bays, or watershed lands. The Stanislaus River is nearby to the south but outside the General Plan boundary. The only possible portion of this requirement that could pertain to the City of Escalon would be with respect to habitat for fish and wildlife species.

The agricultural areas on the County's valley floor support a diversity and abundance of wildlife. They provide an intermittent habitat for a number of wildlife species. There are four basic agricultural crop types with each supporting various wildlife species.

Irrigated pasture provides habitat for geese, Sandhill Cranes, Tundra Swans and pheasants. Many smaller birds and mammals, particularly rodents, are also found.

Vineyards provide habitat for quail, mourning doves, opossums, rabbits, rodents, passerine birds and pheasants. Vineyards are particularly important when they are adjacent to other habitat types. For example, when a vineyard is located next to a riparian area, wildlife within the riparian area will move into the vineyards for food and cover. Since there is no riparian habitat in the Escalon General Plan area, this transfer from one habitat type to another would not occur.

Row crops provide habitat for pheasants, rabbits, rodents, doves and passerine birds. Row crops are particularly important during the winter months when species will move into them from other habitat types.

Orchards provide habitat for nesting doves, pheasants, passerine birds, quail, rabbits and rodents. Due to their longevity, orchards are becoming increasingly important to wildlife preservation.

According to the State of California Department of Fish and Game Natural Diversity Date Base, only one type of protected animal has been sited in the Escalon General Plan area. Newcombs Littorine Snail (Algamorda Newcombiana) was sited in the center of town on Jackson Avenue. This particular snail is not on any list as a rare or endangered animal since there is some dispute over its exact classification and whether or not it is a distinct species.

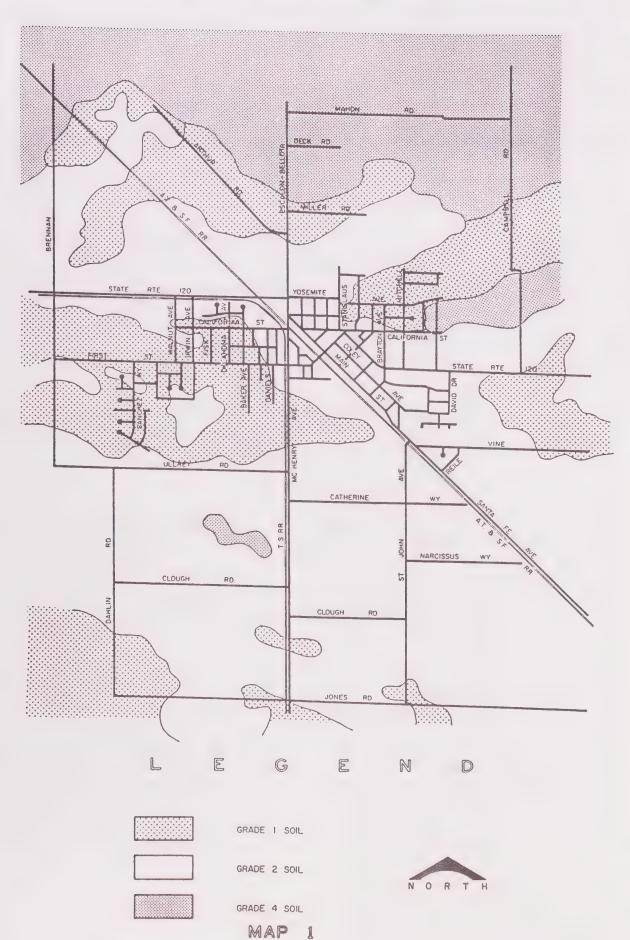
Two types of "special plants" were identified in the Escalon area but outside the General Plan boundary. Greene's Orcutt Grass (officially listed by California as Rare and a Category 1 candidate for federal listing as Threatened or Endangered) has been found near Highway 120 and Steingul Road. In the Valley Home area, a plant called Legenere Limosa has been sited. This is a Category 2 candidate for federal listing as Threatened or Endangered since more information is needed prior to such designation.

Since the only rare or endangered plant or animal sighting has been in an already urbanized area of Escalon, there should be no further danger to such plants or animals from future urbanization.

B. MANAGED PRODUCTION OF RESOURCES

Open space for the managed production of resources includes "forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply ".

The only two areas which will affect the City of Escalon concern the agricultural land within the General Plan boundary and ground water recharge basins. The area around Escalon is zoned General Agriculture. About one-quarter of the area is designated for 10 acre minimum parcel sizes with the remainder designated for 40 acre minimum parcel sizes. This zoning will prevent urbanization of the land prior to annexation. If the entire General Plan area is to be developed, 880 additional acres will be converted from its present use to urban uses. Generally, this land us currently being used for agricultural purposes. There is a considerable amount of orchard



land within the General Plan boundary as well as pasture land. Map 1 indicates the soil types that can be found in the Escalon area. Approximately 50% of this area is a Grade 1 soil, 35% is Grade 2 soil, and 15% is Grade 4 soil.

Approximately 300 acres of the 934 acres currently within the City of Escalon is vacant. Almost one third of this acreage is found in the industrial area to the south which has been annexed in anticipation of industrial development which has not yet occurred. About 180 acres are within the City limits that are designated for residential uses but not already developed. Approximately one third of this land has been approved for subdivision. In the future the City will annex land only as it is necessary to provide a sufficient inventory for future needs.

Escalon has recently amended its zoning ordinance to reduce lot sizes from 7000 square feet to 6000 square feet for single family residences. This will reduce the amount of land utilized for urban development, thus preserving agricultural use of the land for a longer period. In addition, the City has an adopted Growth Management Ordinance which limits the number of building permits issued in any given year to 75 dwelling units. (The ordinance permits some increase in this number in one year, if the next year shows a corresponding drop in the number of permits issued.) At a density of approximately 5 units per acre (a very low density), this means that only 15 acres of agricultural land a year will be consumed. If the density increases to 6 units per acre (assuming some duplexes or a planned district development) only 12.5 acres would be needed.

The City of Escalon also lies at the edge of a slight to moderate ground water recharge area. Groundwater is the only source of the water to supply the domestic needs of the City of Escalon. source provides good quality water at a relatively low cost to the citizens of Escalon. The replacement of the ground water is referred to as aquifer recharge. The efficiency of the recharge is dependent upon surface infiltration rates (rate at which water will enter the soil), soil permeability (the characteristic of the soil that allows air and water to move through it), and the nature of the subsurface geologic formations. The area southwest of the Atchison, Topeka and Santa Fe Railroad tracks is in an area of slight to moderate recharge according to the California Department of Water Resources. Very little additional growth is anticipated in this area. Most of the proposed growth is towards the northeast section of the City which is designated as experience none to slight recharge.

C. PUBLIC HEALTH AND SAFETY

Open space for public health and safety includes "areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality ".

The City of Escalon's Safety Element addresses the issues raised above. More specifically, no earthquake faults are found underneath the Escalon General Plan area, nor are there significant opportunities for land slides, volcanic hazards or expansive soils. There are no water reservoirs in the area and no planned areas to be retained for the protection and enhancement of air quality since attainment of air quality standards is on track and expected this year.

D. OUTDOOR RECREATION

Open space for outdoor recreation includes "areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and openspace reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors ". This section of the element will also meet the requirements of a Recreation Element.

Many of these areas do not pertain to the City of Escalon since there are no rivers, streams, lakeshores, or beaches within the General Plan boundary. There are also no areas that have been designated nationally, statewide, or locally as being of outstanding scenic, historic and cultural value. The City does have a plan for the provision of parks and recreational areas.

Many standards exist for determining a community's need for parks. One source, a moderate estimate, is the Recreation and Open Space Standards developed by the National Recreation and Parks Association (NRPA). NRPA's standards for neighborhood and community parks are listed in Table 1.

TABLE 1
NRPA Standards for Neighborhood and Community Parks

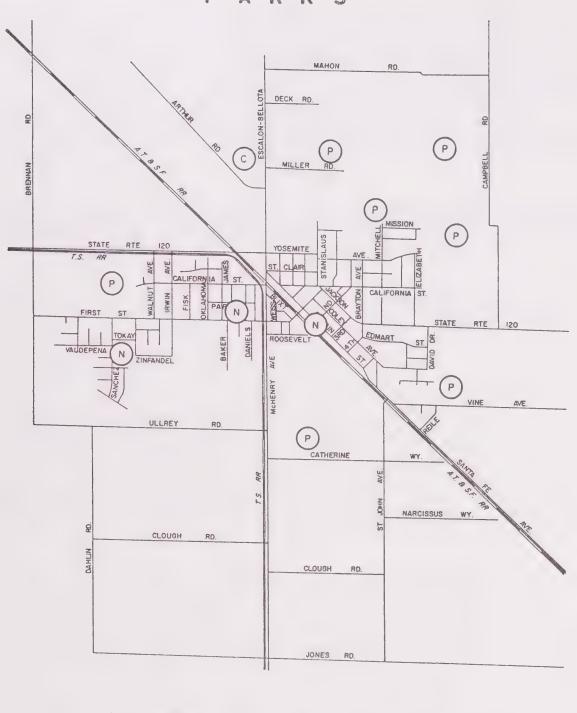
Characteristics	Neighborhood Parks	Community Parks
Area	5-20 acres	20-100 acres
Service radius	1/4 - 1/2 miles	1/2 - 3 miles
Population	2,000-10,000	10,000-50,000
Ratio acres/pop.	2.5 per 1,000	2.5 per 1,000

Source: Robert D. Buechrer (Ed.), <u>National Park</u>, <u>Recreation and Open Space Standards</u>, <u>National Recreation and Park Association</u>, 1971.

Although these standards are somewhat dated (1971), they are still accepted as valid. Appendix I shows how population distribution has changed from 1960 to 1980. The percentage of park users (young and elderly) has not changed appreciably. NRFA's standards represent an ideal recreational facility in an urban area. These standards are guidelines with which a city can determine its own needs and resources. NRPA also lists the kinds of facilities appropriate for neighborhood and community parks. These facilities include play apparatus areas, sports fields, picnic areas, tennis courts, swimming pools and multipurpose courts. Similar standards and guidelines also appear in a State of California publication, <u>Guide for Planning Recreation Parks in California</u>, where parks for various regions in the state are discussed.

The City of Escalon currently has 7 parks. Two existing parks are of a fairly good size. The Community Center Park is 4.5 acres located on McHenry Avenue, north of Arthur Road. A new 4.75 acre park/storm drainage basin is located at Sanchez Way and Tokay Avenue. Latta Park at California Street and Oklahoma Avenue is about 1 acre in size. Pioneer Park is about 6000 square feet along Pioneer Avenue between First Street and Park Avenue. The Main Street Parks, located along the railroad tracks, are a total of about 1.5 acres in size. One park is currently under construction as part of a subdivision on the east side of Escalon. Raymus is constructing a 5.5 acre park as a combination park/drainage basin. The total acreage in parks is 17.39 acres. Based on the current population of Escalon, this results in a ratio of 4.97 acres of park per 1000 people.

PARKS



L E G E N D

- (C) COMMUNITY
- N NEIGHBORHOOD
- P PROPOSED

Most of the parks do not meet the standards set forth in Table 1. The two park/storm drainage ponds and the Community Center Park are close to or meet the minimum requirements for Neighborhood Parks. Map 2 indicates the location of all existing and proposed parks. The proposed parks are in approximate locations with final determinations to be made as development approaches and street patterns evolve. Although the City of Escalon will attempt to provide parks that meet the NRPA standards, it may not always be possible.

APPENDIX I

AGE OF POPULATION
1960, 1970, and 1980

	1	960	1:	970	1	980	
Age	No.	%	No.	%	No.	%	
0-4	169	9.6	188	7.9	238	7.6	
5-9	181	10.3	245	10.4	229	7.3	
10-14	182	10.3	254	10.7	224	7.2	
15-19	110	6.3	249	10.5	265	8.5	
20-29	212	12.0	293	12.4	481	15.4	
30-59	591	33.5	801	33.9	1017	32.5	
60-64	78	4.4	108	4.6	146	4.7	
65 +	240	13.6	228	9.6	527	16.8	
TOTAL	1763	100.0	2366	100.0	3127	100.0	anners .

Source: U.S. Department of Commerce, 1960, 1970, and 1980 Decennial Census Data

A REPORT UPDATING
THE CITY OF ESCALON
NOISE ELEMENT OF THE
GENERAL PLAN

Prepared for:

City of Escalon

March 16, 1988

Prepared by:

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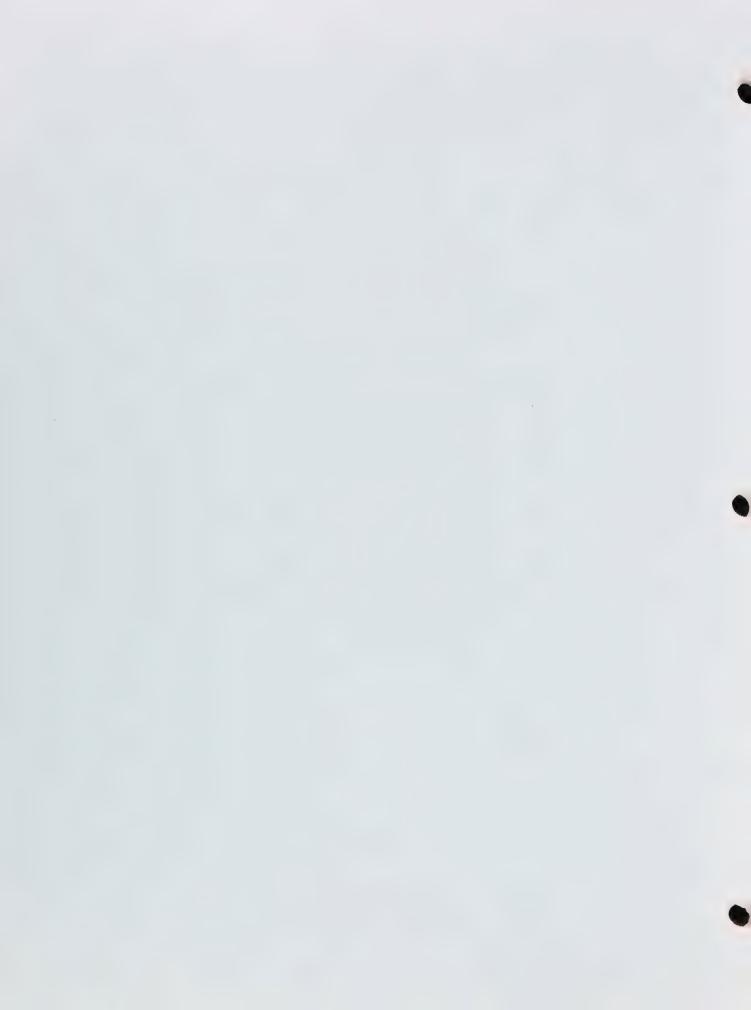


TABLE OF CONTENTS

Se	<u>Pau</u>		
	1.	INTRODUCTION AND SUMMARY	1-1
	2.	DATA ASSEMBLY CONTACTS	2-1
	3.	EXISTING SETTING	3-1
	ц.	IMPACTED POPULATION	4-1
	5.	REVIEW OF PRIOR NOISE ELEMENT	5-1
	6.	STANDARDS	6-1
	7.	IMPLEMENTATION MEASURES	7-1
	8.	RELATION OF THE NOISE ELEMENT TO OTHER ELEMENTS	8-1
	9.	BACKGROUND INFORMATION AND RECOMMENDATIONS CONCERNING A NOISE ORDINANCE	9–1
		REFERENCES	
		APPENDIY	

LIST OF TABLES

Table		Page
1.	CNEL Based on Measurements Versus Modeled CNEL	3-4
2.	CNEL Contours for Railroad Operations Under Existing Conditions	3-5
3.	Population Exposed to Various Sound Levels for Existing Conditions	4-1
4.	Population Exposed to Various Sound Levels for Future Conditions	4-1
5.	Summary of Noise Levels Identified as Requisite to Protect Public Health and Welfare with an Adequate Margin of Safety	6-1
6.	Outdoor Noise Level Planning Criteria	6-2
7.	Sound Level Reduction Due to Building Type and Window Condition	7-2

LIST OF FIGURES

<u>Figure</u>	Page
1. Existing Sound Level Contours (CNEL)	3-2
2. Future Sound Level Contours (CNEL)	3-3

1. INTRODUCTION AND SUMMARY

LEGAL BASIS AND GENERAL OBJECTIVES. California State Government Code Section 65302(g) requires a noise element of all city and county general plans. This code section requires that the noise element be expressed in quantitative terms, showing contours of present and projected noise levels associated with all existing and proposed major transportation elements. The sources of environmental noise considered in this analysis shall include, but are not limited to, the following: (i) highways and freeways, (ii) primary arterials and major local streets, (iii) passenger and freight on-line railroad operations and ground rapid transit systems, (iv) commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation, (v) local industrial plants, including, but not limited to, railroad classification yards, and (vi) other ground stationary noise sources identified by local agencies as contributing to the community noise environment.

The scope and nature of noise elements are outlined as follows by the California Council on Intergovernmental Relations.

- A statement of general policy indicating the local jurisdiction's general intentions regarding noise and noise sources in the community.
- Desired maximum noise levels by land use categories.
- Standards and criteria for noise emissions from transportation facilities. (It should be noted that control of some noise sources has been preempted by State and Federal governments.)
- Standards and criteria for compatible noise levels for local stationary noise sources.
- Guide to implementation.
- Appendix describing methodology of preparation and sources of data.

The three main purposes of the Escalon Noise Element, as updated, deal with noise control in planning, surveillance and enforcement actions. With regard to planning, the objective of the Noise Element is to present noise level criteria which future planning, zoning and building inspection processes can utilize to promote maximum compatibility of land uses and activities. With regard to surveillance, the Noise Element should determine the present noise climate in Escalon and predict the noise climate for buildout conditions. With regard to enforcement, the Noise Element should provide guidelines concerning which enforcement programs are best suited to the City of Escalon.

The Element Update begins with a description and analysis of existing and future acoustic conditions in the City; a measurement program was conducted to quantify the existing noise climate. This description is followed by Section Four which gives an analysis of the noise impacted population, and Section Five which contains review comments concerning the prior Noise Element, which is to be appended to this update. Section Six sets forth suggested planning criteria and standards. Section Seven follows with recommendations concerning adoption of a Noise Ordinance which would be used primarily for regulation of stationary noise sources.

SUMMARY OF FINDINGS. The City of Escalon is impacted primarily by noise from State Route 120 and the Atchison, Topeka and Santa Fe Railroad. Noise in areas immediately adjacent to these sources, without mitigation, is unacceptable from a land use compatibility standpoint. Noise levels in other areas are generally acceptable. The number of impacted persons is predicted to be significantly increased on buildout of the general plan.

MAJOR RECOMMENDATIONS. In order to attain acceptable noise levels in the future, the following programs are recommended:

- Administrative Review Process. Existing City processes involved with environmental impact review and building plan check, permit and inspection should be altered to include specific noise level planning criteria. Proposed new construction projects and major remodeling projects should be required to conform to specific noise provisions of the State Housing Act; this will require acoustical analysis in many cases.
- <u>Vehicle Noise Emission Standards Enforcement</u>. An enforcement program should be undertaken to assure that State vehicle noise emission standards are being met by motor vehicles on Escalon's streets.
- <u>Municipal Vehicle and Maintenance Operations Control, Eductional Campaign and Noise Ordinance</u>. These are other programs which are recommended to further the objectives of the Noise Element.

2. DATA ASSEMBLY CONTACTS

The following people were contacted for various information contained in this report:

- Fuertes, Bert; Caltrans, Stockton, CA
- Glaze, Judy; Palo Alto Police Department, Palo Alto, CA
- Islas, Harry; Escalon Planning Department; Escalon, CA
- Rikettes, Paul; Customer Service Clerk, Union Pacific Railroad
- Sikes, John; Chief Dispatcher, Sante Fe Railroad

EXISTING SETTING

In order to arrive at citywide goals and to determine acceptable land uses which will provide a pleasing noise climate for members of the community, it is necessary to identify the present noise environment and to attain some knowledge of probable future conditions. This is achieved by taking actual noise measurements in the City of Escalon and by the application of a noise propagation model to predict the noise climate for the year 1995.

Land use in the City of Escalon includes agricultural, residential, commercial and industrial. The sensitive receptors would include residential areas as well as schools, parks and churches. There are three schools in Escalon: Dent Elementary and Escalon High School on Yosemite Street and El Portal Junior High School located on First Street. There are six churches in the area including three on California Street, two along State Route 120 and one on North Street. Also, there are five parks in the City.

To determine the existing CNEL's in the City of Escalon, five 30 minute measurements are collected at various locations during midday and rush hour. The measurement sites are chosen so as to represent a variety of land uses and zoning types including residential, agricultural, commercial and industrial. They include the following: the intersection of Walnut Avenue and State Route 120; the railroad right of way close to the signal of Main Street between Third and Fourth Streets; the intersection of McHenry Avenue and Roosevelt Avenue; Ullrey Road; and Coley Road between First and Second Streets.

The resulting peak hour energy equivalent sound levels (Leq's) are converted to CNEL by the addition of two decibels in areas adjacent to heavy traffic flow. However, in more quiet, rural areas, the peak hour Leq can be considered equivalent to the CNEL.

The results of the five measurements just described are shown in Table 1. The measurements are utilized to validate a computer model based on FHWA Noise Prediction Equations. The validated model is then used to predict noise propagation. Basic input information for the model includes CALTRANS data for peak hour traffic volume, traffic mix and traffic speed. The output from the computer run of this model is translated onto a zoning map of Escalon in the form of noise impacted areas or contours. Existing and future acoustic conditions in Escalon are shown in Figures 1 and 2, respectively.

EXISTING RAILROAD NOISE. Railroad transportation noise includes the clanking and rattling of rolling stock. The sounds of braking, rail wheel noise, aerodynamic friction, engine noise, whistles and the release of air brake pressure after the train has stopped. A total of 15 trains passes through Escalon daily; therefore, they are a significant noise source in the City.

The noise level of trains is expressed in terms of the sound exposure level, SEL, which is a measure that takes into account the noise level as well as the duration of the signal during the vehicle passby. The SELs for the

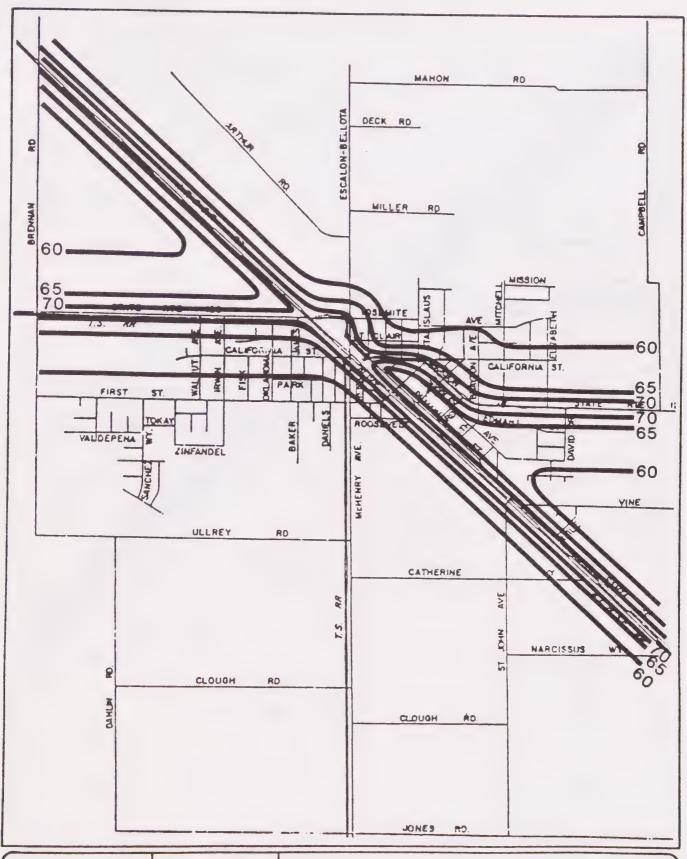






FIGURE 1. EXISTING SOUND LEVEL CONTOURS (CNEL)

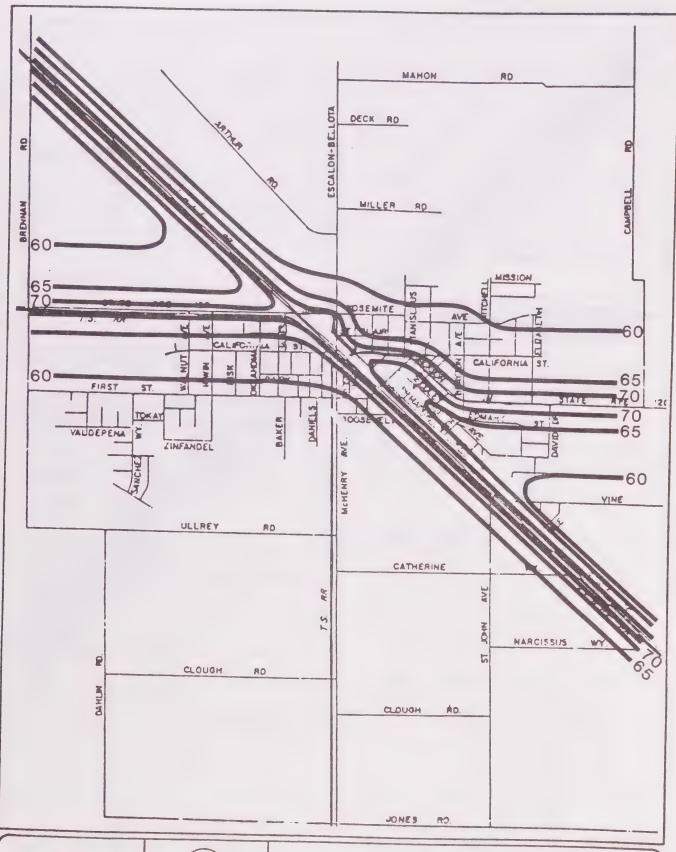






FIGURE 2. FUTURE SOUND LEVEL CONTOURS (CNEL)

TABLE 1. CNEL BASED ON MEASUREMENTS VERSUS MODELED CNEL

LOCATION	MEASURED PEAK HOUR LEQ	MODELED PEAK HOUR LEQ
McHenry/Roosevelt	68.2	66.3
Ullrey Road	53.7*	49.0
State Route 120/Walnut Street	68.9	71.4
McHenry/Ullrey Road	54.5	56.2
Railroad Right-of-Way (along Main Street between 3rd and 4th Streets)	98.0**	95.9

This measurement includes a noise contribution resulting from a dog barking.

Source: Earth Metrics Incorporated, 1987.

^{**} Instantaneous Sound Level.

locomotives and the rail cars are calculated and the resulting values determine the CNEL as defined by the following equations.

SEL (locomotives) = $140.8 - 10 \log S + 10 \log NL - 15 \log D$ SEL (rail cars) = $70.8 + 20 \log S + 10 \log Nc - 15 \log D$

CNEL = 10 log [10 SEL (locomotives)/10 + 10 SEL (rail cars)/10] + 10 log N (d+3e + 10n) - 49.4

where SEL = sound exposure level

S = train speed, mph

NL = number of locomotives per train
Nc = number of rail cars per train

D = distance to tracks, feet

N = number of trains during 24 hours
d = fraction of N occurring during day

e = fraction of N occurring during evening

n = fraction of N occurring during nighttime

The model shown above, developed by BBN, was determined as a result of several rail noise studies over the past few years.

According to Southern Pacific Railroad, the typical train consists of three locomotives and 65 cars and travels at 35 mph. Utilizing this information and assuming a distance of 25 feet to the tracks results in an estimated sound exposure level of 109 dB. However, measurements obtained at 25 feet from the tracks provide a SEL of 100 dB. The discrepancy is due to the size of the train measured which is shorter than the typical SP RR train. However, the model equations are validated by a rail noise table published by the California Office of Noise Control and are sufficiently accurate to be used to calculate the rail noise contours. These contours are shown in Table 2.

TABLE 2. CNEL CONTOURS FOR RAILROAD OPERATIONS UNDER EXISTING CONDITIONS

CNEL	DISTANCE FROM TRACK IN FEET
75	59
70	127
65	274
60	590

4. IMPACTED POPULATION

Tables 3 and 4 show the number of people in Escalon exposed to various sound levels. The present figures are determined by reference to the sound level contours and consideration of the population density. The density is obtained by measuring the square footage of populated area in Escalon and dividing it into the current population count. The future figures are calculated by dividing the future population prediction by the square footage area that is expected to be populated at the buildout of the General Plan. The number of people exposed is then obtained by multiplying the area enclosed within the various contours by the respective population densities.

TABLE 3. POPULATION EXPOSED TO VARIOUS SOUND LEVELS FOR EXISTING CONDITIONS

SOUND LEVEL (dB)	NUMBER OF PEOPLE EXPOSED
70 65 60	305 800 1,560
Source: Earth Metrics Incorporated, 19	987.

TABLE 4. POPULATION EXPOSED TO VARIOUS SOUND LEVELS FOR FUTURE CONDITIONS

SOUND LEVEL (dB)	NUMBER OF PEOPLE EXPOSED
70 65 60	1,750 3,500 8,420
Source: Earth Metrics Incorporated	, 1987.

5. REVIEW OF PRIOR NOISE ELEMENT

A review has been made of the existing Noise Element (1974), and several items were noted for which some elaboration or clarification could be made. Earth Metrics comments on these are presented below. The prior Noise Element is incorporated with this report as an appendix.

The element states (page 4) that, "Sound drops off 6 decibels for each doubling of distance." That is true for sound emitted from a point source. However, the decrease due to sound spreading occurs at the rate of 3 dB per doubling of the distance from a line source. Vehicle traffic on a roadway can normally be considered to be a line source.

The element states (page 4) that, "Most sounds are composed of many frequencies which are weighted by the ear to produce what sounds like one sound level: its pitch." The statement is true except that the weighted sound components do not necessarily sound like a single frequency, and one can distinguish different components, for example, associated with vehicle tire noise and engine noise.

The element states (page 4) that, "Combining two identical sound sources increase the overall sound level by 3 dB, thus 40 dB + 40 dB = 43 dB." That is true assuming the sources are not mutually correlated. It applies to the majority of practical cases.

Under "Methods for Noise Reduction," the statement is made on page 26 that, "The EPA estimates a 10 to 15 dBA reduction could be achieved with a 4 foot (high) barrier alongside the (railroad) track." However, as indicated by data published by the Wyle Laboratories (1973), the train engine and rail wheel sources contribute approximately equally to the energy average sound levels. Therefore, it seems more reasonable to expect a noise reduction of 3 to 5 dBA from a barrier which does not shield the greater part of the sound radiating surfaces of the engine.

6. STANDARDS

The United States Environmental Protection Agency has published the results of its research regarding noise levels and their effects on people (1974). Table 5 summarizes the findings of this document. The three noise levels it arrives at are 70 dB for hearing loss, 55 dB for outdoor activity interference and annoyance and 45 dB for indoor activity interference and annoyance. One of the major activities involved in "activity interference and annoyance" concerns the maintenance of a noise level low enough so as not to interfere with normal human speech; other activities are sleep, reading, studying, eating, relaxing, listening to records, tapes or radio, watching television, and occupation related activities.

TABLE 5. SUMMARY OF NOISE LEVELS IDENTIFIED AS REQUISITE TO PROTECT PUBLIC HEALTH AND WELFARE WITH AN ADEQUATE MARGIN OF SAFETY

EFFECT	LEVEL	AREA
Hearing Loss	Leq(24) < 70 dB	All areas
Outdoor activity interference and annoyance	Ldn < 55 dB	Outdoors in residential areas and farms and other outdoor areas where people spend widely varying amounts of time and other places in which quiet is a basis for use.
	Leq(24) < 55 dB	Outdoor areas where people spend limited amounts of time, such as school yards, playgrounds, etc.
Indoor activity interference and	Ldn < 45 dB	Indoor residential areas
annoyance	Leq(24) < 45 dB	Other indoor areas with human activities, such as schools, etc.

Notes:

Leq(24) represents the sound energy averaged over a 24 hour period while Ldn represents the Leq with a 10 dB weighting for the nighttime (10:00 P.M. to 7:00 A.M.). Ldn is approximately equal to CNEL.

The hearing loss level identified here represents annual averages of the daily level over a period of 40 years. (These are energy averages, not to be confused with arithmetic averages.)

These levels are most probably unattainable in certain sections of Escalon, especially for property adjacent to the railroad right of way. A set of recommended levels which will provide a reasonable noise climate within the City yet not severely inhibit development have been derived. The suggested outdoor noise levels suitable to various land use categories are given in Table 6.

The standards, if adopted, should be used for evaluation of new projects including those requiring environmental impact reports.

Concerning which land use designations which are appropriate to various contour intervals, the following represents our recommendations:

- For Public and Quasi-Public and Residential uses, the sound levels should ideally be 60 CNEL or below. Sound levels in the range of 60 to 65 CNEL can be readily mitigated. When sound levels at these uses are in excess of 65 CNEL, mitigation is generally possible but is progressively more difficult.

TABLE 6. OUTDOOR NOISE LEVEL PLANNING CRITERIA

MAXIMUM OUTDOOR NOISE LEVELS (dBA)	
LAND USE CATEGORIES	CNEL
PUBLIC AND QUASI-PUBLIC AND RESIDENTIAL	
Schools, Hospitals, Libraries, Auditoriums, Intensively Used Parks and Playgrounds, Public Buildings, Single Family Homes, Multiple Family Apartments and Condominiums, Mobile Home Parks	60
PASSIVELY-USED OPEN SPACE	
Wilderness-Type Parks, Nature or Contemplation Areas of Public Parks	45
COMMERCIAL	
Shopping Centers, Self-Generative Business, Commercial Districts, Offices, Banks, Clinics, Hotels and Motels	65
INDUSTRIAL	
Non-Manufacturing Industry, Transportation, Communications, Utilities, Manufacturing	75

- For Passively-used Open Space, the appropriate sound level is 45 CNEL or below.
- For Commercial land use, the most desirable levels are up to 65 CNEL. When the sound levels are in the range of 65 to 70 CNEL, mitigation can be readily accomplished. When the sound levels are over 70 CNEL, mitigation is more difficult, and typical construction will not necessarily suffice.
- For Industrial land uses, the sound levels can appropriately be up to 75 CNEL.

7. IMPLEMENTATION MEASURES

The criteria described in the previous section may be invoked for the following purposes:

- a. to determine the suitability of development on lands considered as receptors to which the standards apply
- b. to determine the suitability of building types and proposed construction materials to be applied on the site

With regard to indoor noise levels, noise reduction as a result of building type has been documented by the Federal Highway Administration; this information is contained in Table 7 below:

The State Housing Act (Administrative Code, Title 24, Part 2, 1986) requires the following of non (single family detached) residential units:

- "(h) Location and Orientation. Consistent with land use standards, residential structures located in noise critical areas, such as proximity to select system of County roads and streets (as specified in 186.4 of the State of California Streets and Highways Code), railraods, rapid transit lines, airports, or industrial areas shall be designed to prevent the intrusion of exterior noises beyond prescribed levels with all exterior doors and windows in the closed position. Proper design shall include, but shall not be limited to, orientation of the residential structure, set backs, shielding, and sound insulation of the building itself.
- (i) Interior Noise Levels. Interior community noise equivalent levels (CNEL) with windows closed, attributable to exterior sources shall not exceed an annual CNEL of 45 dB in any habitable room."
- "(k) Vehicular and Industrial Noise Sources. Residential buildings or structures to be located within annual exterior community noise equivalent level contours of 60 dB adjacent to the select system of County roads and City streets (as specified in Section 186.4 of the State of California Streets and Highways Code), freeways, State highways, railroads, rapid transit lines and industrial noise sources shall require an acoustical analysis showing that the proposed building has been designed to limit intruding noise to the allowable interior noise levels prescribed in Appendix Chapter 35, Section 3501(b), UBC. Exception: Railroads where there are no nighttime (10:00 P.M. to 7:00 A.M.) railway operations and where daytime (7:00 A.M. to 10:00 P.M.) railway operations do not exceed four (4) per day."

Since most residential structures (with windows closed and single pane glass) have the capability of reducing noise levels from exterior sources by 20 dBA, the State's interior standard of 45 dBA should normally be achieved when exterior levels do not exceed 65 dBA. It should also be noted that implementation of the State act requires that the precise location of the 60 dBA (CNEL) contour be known.

TABLE 7. SOUND LEVEL REDUCTION DUE TO BUILDING TYPE AND WINDOW CONDITION

BUILDING TYPE	WINDOW CONDITION	REDUCTION OF NOISE FROM OUTSIDE SOURCES
All	Open	10 dB
Light Frame	Ordinary, sash closed	20 dB
Masonry	Single pane, closed	25 dB
Masonry	Double pane, closed	35 dB

Occasionally, project plans detailing interior wall construction are unavailable at the time of the initial acoustical study. Therefore, there should be a follow-up conducted by City personnel to assure that the building construction is in compliance with Title 24.

In certain cases where the functional use of a building is such that windows are not opened and outdoor areas are not used for any reason other than parking and walking into the building, outdoor noise levels can be ignored and indoor noise level planning criteria may be appropriate.

Such building uses might include indoor auditoriums, certain public buildings, totally enclosed shopping centers, certain self-generative business, professional offices, banks, clinics and motels without outdoor pool or park areas.

In such cases, the indoor noise level planning criterion should be 45 CNEL. The outdoor noise level planning criteria chosen assure that the 45 CNEL indoor level will be achieved by the noise attenuation of regular construction materials. Because the indoor noise level planning criteria waive the outdoor criteria, it is of utmost importance that building plans and building inspections be very detailed and extensive to assure that the indoor criterion will be achieved. Improper choice of materials and/or improper installation of such materials can make them ineffectual.

It is recommended that the Title 24, Part 2, standards be extended so as to apply to new single family dwellings. Therefore, indoor levels due to outdoor sources should be limited to 45 CNEL in all new residential structures.

The Occupational Safety and Health Administration (OSHA) and EPA have jurisdiction over occupational noise; OSHA allows a maximum Leq of 90 dB for an eight hour day. In view of the fact that these agencies are still debating the question of adequate occupational noise levels, and since OSHA has enforcement authority over these levels, it is recommended that the City of Escalon defer to the Federal authorities for consideration of occupational noise produced indoors.

When existing or projected future sound levels are in excess of those identified in the adopted standards, mitigation will be required. Mitigation of outdoor sound levels can be accomplished by: use of setback distance; use of sound walls or patio fencing; use of solid balcony railings; and orientation of patios and balconies away from the primary noise source. It should be noted that it normally requires a doubling of the distance from the building to the roadway center line to achieve a sound level reduction of approximately five dBA.

Interior sound levels may be controlled with the same methods as apply to outdoor noise. In addition, measures involving the building skin can be utilized. Normally the most critical element is the windows. As shown by Table 7, maintaining closed windows results in a sound level reduction of approximately ten dBA in reference to the open window condition. With heavier glazing, further sound level reductions can be achieved. Where appropriate, double pane windows are used, acoustical mitigation requirements may be satisfied in conjunction with energy conservation objectives. Other building skin elements include exterior doors, walls and roof/ceiling assembly.

One suggested method by which the requisite noise mitigation measures may be implemented is through the formation of an assessment district as has been done in recent years in the City of Pleasanton.

The most critical zones for new proposed sensitive receptors are located along State Route 120 and along the Atchison Topeka and Santa Fe Railroad. Acoustical studies should be required for new projects in the vicinity of these sources, i.e., within the future 60 CNEL contours. These should include the development of mitigation measures which are designed to achieve sound levels in compliance with the City of Escalon and the Title 24 standards.

8. RELATION OF THE NOISE ELEMENT TO OTHER ELEMENTS

The noise element is related to other elements of the General Plan, including the land use, circulation and housing elements, as discussed below.

Noise is related to the Land Use Element since different land use categories are more sensitive than others, also some uses such as industrial are more commonly associated with the generation of noise. In the most compatible conditions, heavy industry, airports or other permanent noise generating uses should not be immediately adjacent to residential areas or other sensitive receptors, but should be separated by some "intermediate" type use or by open space.

Noise is related to the Circulation Element since vehicle traffic is typically the most pervasive source of community noise and a "roar" from traffic noise is generally audible in all parts of a town in metropolitan area. The circulation pattern affects the distribution of noise and the compatibility of vehicle sources with sensitive areas such as residential developments. One of the recommendations commonly cited which relates to circulation and noise minimization is that heavy duty trucks not be routed through residential areas.

Noise is related to the housing element inasmuch as it affects desirable locations for housing. It also affects the building design features, landscaping, siting and the use of free-standing walls. Accordingly, noise can affect the cost of housing. Noise effects in housing can involve exterior noise, exterior-to-interior noise penetration, and the transmission of noise through common partitions.

9. BACKGROUND INFORMATION AND RECOMMENDATIONS CONCERNING A NOISE ORDINANCE

The City of Escalon does not appear to contain any noise sources which create serious problems. However, there have been a couple of complaints regarding the Hogan Manufacturing Plant located west of McHenry Avenue, between Ullrey and Clough Roads. Although Hogan Manufacturing is situated in an industrially zoned area, there are residences less than one half of a mile from the plant. It should be noted that a potential noise problem could develop if other industries settle in this industrial zoned area.

Consideration should be given to the enactment of a Noise Ordinance to provide a means of controlling noise due to stationary sources and various other sources not covered by the Noise Element. It may be necessary to incorporate in the noise ordinance sections addressing noise generating machines such as leaf blowers and other residential maintenance tools (lawnmowers, chainsaws, etc.). A practical approach is to limit both the maximum allowable sound level of the machines and the time of day they can be operated.

Other communities have studied the issue and have drawn up the following set of regulations: leaf blowers may not exceed 82 dBA and can be used Monday through Saturday, 9 A.M. to 5 P.M., and Sunday and holidays, 10 A.M. to 4 P.M. Similar guidelines have been created for refuse collection, street cleaning and construction activities. Enforcement operates on a complaint basis whereby violators are first issued a warning. Continued violation results in a \$50 fine.

To provide a recommended model, various noise ordinances have been reviewed. The model ordinance developed by the League of California Cities appears to be the best approach for the City of Escalon; it is included in this report as the Appendix. Any final noise ordinance enacted by the City should address other noise sources such as barking dogs, loud music and parties, maintenance operations carried out by the City, etc. Provisions for the control of such noise sources are contained in the League of California Cities Model Ordinance. Enforcement of any noise ordinance will require that a City staff person be assigned as a noise enforcement officer at least part time. Allocation of staff time to such an enforcement program will depend upon the City's overall resources. The City may wish to adopt a noise ordinance which covers only those noise sources considered most annoying to the Escalon populace; such a selective noise ordinance would serve to focus staff time in those areas where it is most needed.

REFERENCES

- California Administrative Code, Title 24, Part 2, Chapter 2-35, Noise Insulation Standards.
- California Office of Noise Control, Berkeley, Guidelines for the Preparation and Content of Noise Elements of the General Plan (1976).
- City of Escalon, General Plan, Noise Element (1974).
- League of California Cities, <u>Quiet City Report</u> (Including a Model Noise Ordinance).
- Nyle Laboratories, El Segundo, <u>Assessment of Noise Environments Around</u>
 Railroad Operations, July (1973).
- U.S. Environmental Protection Agency, <u>Information on Levels of Environmental</u>
 Noise Requisite to Protect Public Health and Welfare with an Adequate
 Margin of Safety (1974).



APPENDIX

Model Noise Ordinance-League of California Cities

	ORDINANCE NO.
	AN ORDINANCE OF THE CITY OF BURLINGAME ADDING CHAPTER
	TO TITLEOF THE BURLINGAME MUNICIPAL
	CODE PROHIBITING EMISSION OR CREATION OF NOISE BEYOND
	CERTAIN LEVELS.
	THE CITY COUNCIL OF THE CITY OF BURLINGAME DOES ORDAIN AS
FOLLOWS:	
Regulation"	Chapter consisting of six articles and entitled "Noise is added to the Burlingame Municipal Code to read as follows:
	CHAPTER NOISE REGULATION
	Article 1. General Provisions
unnecessary, police power	Declaration of Policy. It is hereby declared to be the policy of the City to prohibit excessive, and annoying noises from all sources subject to its. At certain levels noises are detrimental to the health and the citizenry and in the public interests shall be systematically
Section	. Definitions
	As used in this chapter, unless the context otherwise clearly he words and phrases used in this chapter are defined as follows:
	Ambient Noise. "Ambient noise: is the all- encompassing noise associated with a given environment, being usually a composite of sounds from many sources near and far. For the purpose of this ordinance, ambient noise level is the level obtained when the noise level is averaged over a period of 15 minutes without inclusion of noise from isolated identifiable sources, at the location and time of day near that at which a comparison is to be made.
	Decibel. "Decibel" (dB) shall mean a unit of level which denotes the ratio between two (2) quantities which are proportional to power; the number of decibels corresponding to the ratio of two (2) amounts of power is ten (10) times the logarithm to the base ten (10) of this ratio.

- Emergency Work. "Emergency work" shall mean work made necessary to restore property to a safe condition following a public calamity or work required to protect persons or property from an imminent exposure to danger or work by private or public utilities when restoring utility service.
- frequency. "Frequency" of a function periodic in time shall mean the reciprocal of the smallest increment of time for which the function repeats itself. The unit is the cycle per second of Hertz.
- (e) Person. "Person" shall mean a person, firm, association, copartnership, joint venture, corporation, or any entity, public or private in nature.
- Sound Level. "Sound level" (noise level) in decibels is the sound measured using the A weighting network or a sound level meter. Slow response of the sound level meter needle shall be used except where the sound is impulsive or rapidly varying in nature in which case fast response shall be used.
- Sound Level Meter. "Sound level meter" shall mean an instrument including a microphone, an amplifier, an output meter, and frequency weighting networks for the measurement of sound levels which satisfies the pertinent requirements in American National Standards Institute's Specification Sl.4 1971 or the most recent revision thereof for type S-2A.
- (h) Motor Vehicles. "Motor vehicles" shall include, but not be limited to, mini-bikes and go-carts.
- Sound Amplifying Equipment. "Sound amplifying equipment" shall mean any machine or device for the amplification of the human voice, music, or any other sound. "Sound amplifying equipment" shall not include standard automobile radios when used and heard only by the occupants of the vehicle in which the automobile radio is installed. "Sound amplifying equipment", as used in this chapter, shall not include warning devices on authorized emergency vehicles or horns or other warning devices on any vehicle used only for traffic safety purposes.
- Sound Truck. "Sound truck" shall mean any motor vehicle, or any other vehicle regardless of motive power, whether in motion or stationary, having mounted thereon, or attached thereto, any sound amplifying equipment.

- (k) Commercial Purpose. "Commercial purpose" shall mean and include the use, operation, or maintenance of any sound amplifying equipment for the purpose of advertising any business, or any goods, or any services, or for the purpose of attracting the attention of the public to, or advertising for, or soliciting patronage or customers to or for any performance, show, entertainment, exhibition, or event, or for the purpose of demonstrating such sound equipment.
- Noncommercial Purpose. "Noncommercial purpose" shall mean the use, operation, or maintenance of any sound equipment for other than a "commercial purpose". "Noncommercial purpose" shall mean and include, but shall not be limited to, philanthropic, political, patriotic, and charitable purposes.
- Supplementary Definitions of Technical Terms.

 Definitions of technical terms not delivered herein shall be obtained from the American National Standards Institute's Acoustical Terminology SL-1-1971 or the most recent revision hereof.

Section . Sound Level Measurement Criteria.

Any sound level measurement made pursuant to the provisions of this chapter shall be measured with a sound level meter using the "A" weighting.

Section . Violations: Infractions .

Any person violating any of the provisions of this chapter shall be deemed guilty of an infraction and upon conviction thereof, shall be fined in an amount not exceeding Five Hundred and no/100ths Dollars (\$500.00) or be imprisoned in the City or County Jail for a period not exceeding six (6) months, or by both such fine and imprisonment. Each day such violation is committed or permitted to continue shall constitute a separate offense and shall be punishable as such.

As an additional remedy, the operation or maintenance of any device, instrument, vehicle, or machinery in violation of any provision of this chapter, which operation or maintenance cause discomfort or annoyance to reasonable person of normal sensitiveness or which endangers the comfort, repose, health, or peace of residents in the area, shall be deemed and is declared to be, a public nuisance and may be subject to abatement summarily by a restraining order or injunction issued by a court of competent jurisdiction.

Severability.

If any provision, clause, sentence, or paragraph of this chapter or the application thereof to any person or circumstances, shall be held invalid, such invalidity shall not effect the other provisions or applications of the provisions of this chapter which can be given effect without the invalid provisions or application and, to this end, the provisions of this chapter are hereby declared to be severable.

Article 2. Special Noise Sources.

Section . Radios, Television Sets, and Similar Devices.

Use restricted. It shall be unlawful for any person within any residential zone of the City to use or operate any radio receiving set, musical instrument, phonograph, television set, or other machine or device for the producing or reproducing of sound (between the hours of 10 p.m. of one day and 7 a.m. of the following day) in such a manner as to disturb the peace, quiet, and comfort of neighboring residents or any reasonable person of normal sensitiveness residing in the area. (1)

(b) Prima facie violation. (2) Any noise level exceeding the ambient noise level at the property line of any property (or, if a condominium or apartment house, within any adjoining apartment) by more than five (5) decibels shall be deemed to be prima facie evidence of a violation of the provisions of this section.

Section, ... Hawkers and Peddlers.

It shall be unlawful for any person within the City to sell anything by outcry within any area of the City zoned for residential uses. The provisions of this section shall not be construed to prohibit the selling by outcry of merchandise, food, and beverages at licensed sporting events, parades, fairs, circuses, and other similar licenses public entertairment events.

Section Drums.
(a) I

It shall be unlawful for any person to use any drum or other instrument or device of any kind for the purpose of attracting attention by the creation of noise within the City. This section shall not apply to any person who is a participant in a school band or duly licensed parade or who has been otherwise duly authorized to engage in such conduct.

Section . Schools, Hospitals and Churches.

It shall be unlawful for any person to create any noise on any street, sidewalk, or public place adjacent to any school, institution of learning, or church while the same is in use or adjacent to any hospital, which noise unreasonably interferes with the workings of such institution or which disturbs or unduly annoys patients in the hospital provided conspicuous signs are displayed in such streets, sidewalk or public place indicating the presence of a school, church, or hospital.

Section . Animals and Fowl.

No person shall keep or maintain, or permit the keeping of, upon any premises owned, occupied, or controlled by such persons any animal or fowl otherwise permitted to be kept which, by any sound, cry, or behavior, shall cause annoyance or discomfort to a reasonable person of normal sensitiveness any residential neighborhood.

Section . Machinery, Equipment, Fans, and Air Conditioning.

It shall be unlawful for any person to operate any machinery, equipment, pump, fan, air conditioning apparatus, or similar mechanical device in any manner so as to create any noise which would cause the noise level at the property line of any property to exceed the ambient base noise level by more than five (5) decibels. For the purposes of this section "noise level" shall mean measured sound level with the following values added as corrections for time duration and character of the noise:

- (a) Add one and only one of the following corrections for time duration:
 - 1. Noise persists for more than five (5) minutes out of any one hour.
 - Noise persists for more than one minute but not more than five (5) minutes out of any one hour
 - Noise persists for one minute or less out of any one hour.
- (b) Add one and only one of the following corrections for unusual character:
 - Noise has no unusual character.
 - 2. Noise contains a piercing pure tone. +5
 - 3. Noise is impulsive or rattling in nature. +5
 - 4. Noise carries speech, music, or other +5 information content.

Article 3. Construction.

Section . Construction of Buildings and Projects.

It shall be unlawful for any person within a residential zone, or within a radius of 500 feet therefrom, to operate equipment or perform any outside construction or repair work on buildings, structures, or projects or to operate any pile driver, power shovel, pneumatic hammer, derrick, power noise, or any other construction type device (between the hours of 6 p.m. on one day and 7 a.m. of the next day) in such a manner that a reasonable person of normal sensitiveness residing in the area is caused discomfort or annoyance except to perform emergency work as defined in Article 1 of this chapter.

Article 4. Vehicles.

Section . Vehicle Repairs.
It shall be unlawful for any person within any residential area
of the City to repair, rebuild, or test any motor vehicle (between the hour
of 10 p.m. of one day and 7 a.m. of the next day) in such a manner that a
reasonable person of normal sensitiveness residing in the area is caused
discomfort or annoyance.

Section . Motor Driven Vehicles.

It shall be unlawful for any person to operate any motor driven vehicle within the City in such a manner so as to create any noise which would cause the noise level at the property line of any property to exceed the ambient base noise level by more than five (5) decibels.

Article 5. Amplified Sound.

Section . Purpose.

The Council enacts this legislation for the sole purpose of securing and promoting the public health, comfort, safety, and welfare of its citizenry. While recognizing that the use of sound amplifying equipment is protected by the constitutional rights of freedom of speech and assembly, the Council nevertheless feels obligated to reasonably regulate the use of sound amplifying equipment in order to protect the correlative constitutional rights of the citizens of this community to privacy and freedom from public nuisance of loud and unnecessary noise.

. Registration: Required.

It shall be unlawful for any person, other than personnel of law enforcement or governmental agencies, to install, use, or operate within the City a loudspeaker or sound amplofying equipment in a fixed or movable position or mounted upon any truck for the purposes of giving instructions, directions, talks, addresses, lectures, or transmitting music to any persons or assemblages of persons in or upon any street, alley, sidewalk, park, place, or public property without first filing a registration statement and obtaining approval thereof as set forth in this Article. Ice cream or good humor trucks shall be exempt from this requirement.

Registration: Requirements and Duties.

Registration statements: Filing. Every user of sound amplifying equipment shall file a registration statement with the police department five (5) days prior to the date on which the sound amplifying equipment is intended to be used, which statement shall contain the following information:

- (1) The name, address and telephone number of both the owner and user of the sound amplofying equipment;
- (2) The maximum sound producing power of the sound amplofying equipment which shall include the wattage to be used, the volume in decibels of sound which will be produced, and the approximate distance for which sound will be audible from the sound amplifying equipment:

- (3) The license and motor number if a sound truck is to be used;
- (4) A general description of the sound amplifying equipment which is to be used; and
- (5) Whether the sound amplifying equipment will be used for commercial or noncommercial purposes.
- (b) Registration Statements: Approval. Police Department shall return to the applicant an approved certified copy of the registration statement unless he finds that:
 - (1) The conditions of the motor vehicle movement are such that in the opinion of the Chief of Police, use of the equipment would constitute a detriment to traffic safety; or

(2) The conditions of pedestrian movement are such that use of the equipment would constitute a detriment to traffic safety: (4) or

- (3) The registration statement required reveals that the applicant would violate the provisions set forth in Section of this Article or any other provisions of this Code.
- (c) <u>Disapproval</u>. In the event the registration statement is disapproved, the Chief of Police shall endorse upon the statement his reasons for disapproval and return it forthwith to applicant.

Section . Appeals.

Any person aggrieved by disapproval of a registration statement may appeal by complying with the provisions of Section of this Code relating to appeals.

Prior to the issuance of the registration statement, a fee in the amount of \$ per day, or any portion thereof, shall be paid to the City, if the loudspeaker or sound amplifying equipment is to be used for commercial purposes. (5) No fee shall be required for the operation of a loudspeaker or sound amplifying equipment for noncommercial purposes.

Regulations.

The commercial and noncommercial use of sound amplifying equipment shall be subject to the following regulations:

(a) The only sounds permitted shall be either music or human speech, or both.

- (b) The operation of sound amplifying equipment shall only occur between the hours of 7 a.m. and 10 p.m. each day except on Sundays and legal holidays. No operation of sound amplifying equipment for commercial purposes shall be permitted on Sundays or legal holidays. The operation of sound amplifying equipment for noncommercial purposes on Sundays and legal holidays shall only occur between the hours of 11 a.m. and 10 p.m.
- (c) Sound level emanating from sound amplifying equipment shall not exceed (15) decibels above the ambient noise level. (6)

- Notwithstanding the provisions of subsection (c) of (d) this section, sound amplifying equipment shall not be operated within 200 feet of churches, schools, hospitals, or City or County buildings.
- In any event, the volume of sound shall be so controlled (e) that it will not be unreasonably loud, raucous, jarring, disturbing, or a nuisance to reasonable persons of normal sensitiveness within the area of audibility.

(OPTIONAL PROVISION)

Article 6. Train Horns and Whistles.

. Excessive Sound Prohibited. Section It shall be unlawful for any person to operate or sound, or cause to be operated or sounded, (between the hours of 10 p.m. of one day and 7 a.m. of the next day) a train horn or train whistle which creates a noise level in excess of eighty-nine (89) decibels at any place or point 300 feet or more distant from the source of such sound.

Article 7. General Noise Regulations.

Notwithstanding any other provision of this chapter, and in addition thereto, it shall be unlawful for any person to wilfully make or continue, or cause to be made or continued, any loud, unnecessary, or unusual noise which disturbs the peace and quiet of any neighborhood or which causes discomfort or annoyance to any reasonable person of normal sensitiveness residing in the area. (0)

The standards which shall be considered in determining whether a violation of the provisions of this section exists shall include, but not be limited to, the following:

- (a) The level of the noise:
- (b) The intensity of the noise;
- Whether the nature of the noise is usual or unusual; (c)
- (d) Whether the origin of the noise is natural or unnatural;
- (e) The level and intensity of the background noise, if any;
- (f) The proximity of the noise to residential sleeping
- facilities;
- (g) The nature and zoning of the area within which the noise emanates;
- (h) The density of the inhabitation of the area within which the noise emanates:
- The time of the day or night the noise occurs;
- The duration of the noise;
- Whether the noise is recurrent, intermittent, or constant: and
- (1)Whether the noise is produced by a commercial or noncommercial activity.

FOOTNOTES

The phrase "any reasonable person of normal sensitiveness" was used to come within the case of Fendley vs City of Anaheim 110 CA1 App. 731. That Case held that such language was not indefinite or vague.

Mr. Sam Gorlick, City Attorney of Burbank, researched the question or whether an ordinance could crease a "prima facie violation." The research developed in his office indicated that this type of evidence rule could be enacted in order to effectively enforce the provision involved. Cited in this option were the cases of Commonwealth vs Kroger, 276 Kentucky 20; 122 SW 2nd 1006; and People vs Kayne, 286 Michigan 571; 282 NW 248. The opinion concluded that "if a municipal corporation establishes a reasonable criteria for a prima facie violation of an ordinance in an apparent valid exercise of its police power, it would be presumed to be valid."

(3) There is a possibility that this section may be preempted by Secs. 23130 and 27160 of the Vehicle Code.

Must be supported by substantial evidence.

(2)

(6)

This section should be included only if your code contains a general appeals provision. The amount should not exceed the cost of administration of the permit system.

Mr. Allen Grimes, City Attorney of Beverly Hills prepared a briefing on the question of whether a local agency can enact a general noise regulation in view of the doctrine of preemption and considering Penal Code Section 415 and other state statutes relating to noise nuisances. Mr. Grimes' brief supports the affirmative and this was supported in a case which he prosecuted in the municipal court entitled People vs Katlemen. The judge in that case carefully reviewed the law and found that the City of Beverly Hills was not preempted from enacting a local noise regulation; that the ordinance was not in conflict with Article XI. Section 11 of the Constitution and that the ordinance itself was not vague and uncertain nor did it violate the right of freedom of speech and due process. The Beverly Hills ordinance provides for general standards in seeking compliance with the ordinance. The court opinion in question commented favorably on these standards as evidence of the fact that the ordinance itself was not vague and unreasonable. The court went on to say that "it is necessary to give consideration to the impracticability of rigid legislative criteria. No more than a reasonable degree of certainty can be demanded." The Committee adopted these standards in the proposed general noise regulation in order to set the local ordinance apart from Penal Code Section 415 and to remove as much vagueness as possible from the type of regulation involved. The general regulation may be used for every noise source for which there is no specific section in the ordinance or, in the alternative, it may be used in lieu of a section if, for some reason, that section cannot be used as a basis for a complaint.

- (11) Times of violation have not been indicated in these proposed regulations since communities may vary considerably with respect to the matter. Likewise, a procedure for the issuance of permits may vary considerably within the various cities. Reference could be made to existing permit procedure as well as to the officer or body having the function to issue permits of this kind.
- (12) There is a possibility that this section may be preempted by Secs. 23130 and 27160 of the Vehicle Code.
- (17) This section should be included only if your code contains a general appeals provision. The amount should not exceed the cost of administration of the permit system.
- (18) Mr. Max Strauss and Mr. Randy Hurlburt have determined that 15 decibels above the ambient base level would constitute a reasonable restriction. In the event a city does not wish to adopt a decibel standard for measuring sound from sound amplifying equipment, it might adopt this alternate section as follows: "The volume of sound shall be so controlled that it will not be audible for a distance in excess of two hundred feet (200') from the amplifying equipment."
- (19) Mr. Stanley Remelmeyer, City Attorney of Torrance, performed the original work on this section. His report indicated that there is not PUC order extant on this subject and no statute or case law precluding the city from enacting a regulation of this kind. He expressed the feeling, however, that municipal regulation of this subject would undoubtedly trigger a PUC regulation. This is particularly so if cities enact varying types of regulation. Since the regulation of railroads is to a large extent vested in the PUC and ICC, it should be emphatically mentioned that in the event this proposed regulation is enacted, that the language and provisions be kept uniform throughout the state so that the railroad companies could not assert that there must be PUC regulations to achieve uniformity of regulation. Consultants have recommended to the Committee 89 dB(A) as a level which should not be exceeded at any place or point measured 300 feet from the train engine. Their studies indicated that. the present horn noise at 300 feet is 99 dB(A); the average automobile attenuation with windows rolled up is 22 dB(A). Based upon this datum, the train horn noise could be reduced 10 dB and with a moderately operating radio, still provide sufficient noise level to warn a driver. The average train horn in operation on a diesel locomotive produces a substantial overwarning effect and at night, in some residential communities, provides noise levels, according to these studies, of intolerable levels sometimes as high as

110 decibels. Since every crossing has visual signaling devices, as well as bells, and some have crossing arms, the use of a train horn producing the levels of noise they are capable of, would seem to invite municipal regulation.

Many communities, however, do not have a railroad operation and hence, this provision is suggested as being optional.

(21) The Committee is indebted to Mr. Allen Grimes, City Attorney of Beverly Hills for his brief on the question of whether a local agency can enact a general noise regulation in view of the doctrine of preemption and considering Penal Code Section 415 and other state statutes relating to noise nuisances. Mr. Grimes' brief supports the affirmative and this was supported in a case which he prosecuted in the municipal court entitled People vs. Katleman. The judge in that case carefully reviewed the law and found that the City of Beverly Hills was not preempted from enacting a local noise regulation; that the ordinance was not in conflict with Article XI, Section 11 of the Constitution and that the ordinance itself was not vaque and uncertain not did it violate the right of freedom of speech and due process. The Beverly Hills ordinance provides for general standards in seeking compliance with the ordinance. The court opinion in question commented favorably on these standards as evidence of the fact that the ordinance itself was not vaque and unreasonable. The court went on to say that "it is necessary to give consideration to the impracticability of ridid legislative criteria. No more than a reasonable degree of certainty can be demanded." The Committee adopted these standards in the proposed general noise regulation in order to set the local ordinance apart from Penal Code Section 415 and to remove as much vegueness as possible from the type of regulation involved. The general regulation may be used for every noise source for which there is no specific section in the ordinance or, in the alternative, it may be used in lieu of a section if, for some reason, that section cannot be used as a basis for a complaint.



HOUSING ELEMENT

CITY OF ESCALON

ADOPTED MAY 2, 1988



ESCALON HOUSING ELEMENT

TABLE OF CONTENTS

<u>P</u>	AGE
INTRODUCTION	1
Legislative Authority	1
Relationtship to Other General Plan Elements	1
Citizen Participation in the Development of	
the Housing Element	2
Housing Element Organization	2
CHAPTER 1 - POPULATION AND HOUSING CHARACTERISTICS	3
Population	3
Table I - Household Population	3
Persons in Group Quarters	3
Race/Ethnicity	4
Table II - Race/Ethnicity	4
Age Characteristics	4
Table III - Age Characteristics	5
Occupied Housing Units	5
Persons Per Household	5
Table IV - Housing Units and Households	6
Table V - Marital Status by Percent of Total	
Population	6
Table VI - Family Composition	7
Owner/Renter Occupied Housing Units	7
Table VII - Owner/Renter Occupied Housing Units	8
Tenure by Type of Unit	8
Table VIII - Tenure by Type of Unit	8
Building Permits by Type of Unit	9
Vacancy Rates	9
Table IX - Vacancy Rates	9
Overcrowding	10
Table X - Overcrowded Housing Units	11
Age of Structure	11
Table XI - Year Structure Built	12
Households by Income Category Table XII - Households By Income Category	12
Table XIII - Households by Income Category	12
Owning or Renting	13
Poverty Status	13
Table XIV - Poverty Status	14
	14
Housing Costs Table XV - Housing Value, Rent, and Family	
Income	15
Table XVI - Families Unable to Afford a New	
Home	15

TABLE OF CONTENTS (CONTINUED)

	PAGE
CHAPTER 2 - HOUSING NEEDS	17
IMMEDIATE HOUSING NEEDS	17
Affordability	17
Table XVII - Renter Households Paying 25 Percent	
or More of Income for Housing by Income Category	17
Table XVIII - Owner Households Paying 25 Percent or More of Income for Housing by	4.00
Income Category	18
Table XIX - Percent of Total Renter and Owner Households Overpaying for Housing	
by Income Category	19
Overcrowding by Tenure	19 20
Table XX - Overcrowding By Tenure Substandard Housing Units	20
Table XXI - Condition of Residential Structures	20
Housing Needs of Special Groups	21
The Elderly	21
Table XXII - Elderly Households and Female	
Headed Households	21
Female Headed Households	22 22
Large Families Table XXIII - Large Families and Handicap-	22
ped/Disabled Persons	22
Handicapped/Disabled	22
Homeless	23
Farmworkers	23
FUTURE HOUSING NEEDS	24 24
Projections of Households and Occupied Units Table XXIV - Projections of Household Population	24
and Occupied Housing Units	25
Projected Need for New Units	25
Table XXV - Housing Unit Need	26
Distribution of 'Projected Housing Unit Need by	
Income Group	26
Table XXVI - Projected Need for New Housing Units by Income Category	26
Employment Trends	27
Available Residential Sites	27
CHAPTER 3 - HOUSING CONSTRAINTS	29
NONGOVERNMENTAL CONSTRAINTS	29
Cost of Construction Cost of Land	29
Cost of Land Cost of Capital	30 30
Total Development Costs	31

TABLE OF CONTENTS (CONTINUED)

<u>E</u>	PAGE
GOVERNMENTAL CONSTRAINTS General Plan Zoning Infrastructure Availability Building Codes Development Permit Fees Permit Processing Time Growth Management Ordinance	32 32 33 34 34 35 35
CHAPTER 4 - ENERGY CONSERVATION New Residential Energy Standards Subdivision Design Relative to Providing Heating or Cooling Opportunities Weatherization Activities Other City Efforts to Promote Energy Conservation	37 37 38 39 40
CHAPTER 5 - EVALUATION OF EXISTING HOUSING ELEMENT PROGRESS	41
CHAPTER 6 - HOUSING PROGRAM Overall Goal Housing Goals Preserving Housing and Neighborhoods Preserving Housing Affordability Assuring Adequate Sites for Housing Providing Housing Diversity Eliminating Housing Discrimination Table XXVII - Housing Program	43 43 44 44 47 49 50 52 54



INTRODUCTION

The purpose of the Housing Element of the City of Escalon's General Plan is the formulation of an official policy position that will lead toward the provision of safe, healthy, and affordable housing for all City residents, both existing and future. Based upon an assessment of housing needs within the City, this official policy position is intended to provide a framework for long term planning and to serve as a basis for daily decision making in matters related to housing. Although it is recognized that the complete attainment of all goals contained in the Housing Element is a difficult if not impossible task, it is felt that through the use of the policies, actions, activities and programs specified in this document, the greatest impact on housing needs can be made given existing resources.

LEGISLATIVE AUTHORITY

Preparation, adoption, revision and content of a Housing Element is mandated by State law. Government Code Section 65302 requires that all cities and counties prepare and adopt a Housing Element as one of seven mandatory components of the General Plan. Section 65583 specifies the content of a Housing Element and serves as the basis for structuring this revision to the 1980 Housing Element. Section 65588 requires periodic review and revision of the Housing Element and specifies completion dates for the first, second, and subsequent revisions of the Housing Element for all local governments. This Housing element represents the first required revision of the City's 1980 Housing Element.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

By State law (Government Code Section 65300.5), each element of the General Plan must be consistent with all other elements of the General Plan. When any element is revised, its revision must be achieved by maintaining consistency among all elements of the General Plan. In the preparation or revision of a Housing Element, there is an additional requirement: the Housing Frogram must indicate the means by which consistency will be achieved with other General Plan elements and community goals.

In the development of Escalon's Housing Element, careful consideration was given to assure that the goals, policies, and actions of the Element constituted an overall statement which was integrated and internally consistent with the City's other General Plan elements. Workshops were conducted with the Planning Commission to mitigate or eliminate policy conflicts between elements and to achieve a balance with the competing policy objectives.

CITIZEN PARTICIPATION IN THE DEVELOPMENT OF THE HOUSING ELEMENT

In the preparation of the Housing Element, the City sought to achieve a public participation which involved all segments of the community. The Planning Commission chairman solicited input from a variety of community groups concerning the entire General Plan process. Numerous workshops were held by the Commission to discuss the General Plan update which were well publicized and reported in the newspaper. All comments received were given serious consideration by the Commission.

HOUSING ELEMENT ORGANIZATION

The Housing Element is organized into five major sections:

- Chapter 1: Fopulation and Housing Characteristics. This chapter examines various U.S. Census and other data in order to gain an understanding of the housing situation in the City. Figures are also presented for San Joaquin County, when available, for comparison purposes.
- Chapter 2: Housing Needs. This chapter analyzes housing needs on two levels: immediate housing needs analyzed with respect to affordability, overcrowding, substandard housing and the housing needs of special groups; and future housing needs projected for the period from 1986 to 1992.
- <u>Chapter 3:</u> Housing Constraints. This chapter discusses the effects of governmental and nongovernmental constraints on the supply, availability, and affordability of housing in the City.
- <u>Chapter 4</u>: Energy Conservation. An analysis of the City's involvement in furthering opportunities for energy conservation in residential developments is provided in this chapter.
- <u>Chapter 5</u>: Housing Program (Goals, Policies, and Actions). This chapter presents the goals, policies and actions of the City for addressing identified housing needs. It also includes a schedule of activities which the City is undertaking or intends to undertake from 1987 to 1992 to implement the policies and to achieve the goals of its Housing Element.

CHAPTER 1 POPULATION AND HOUSING CHARACTERISTICS

In order to gain some understanding of the housing situation within the City, an overview of selected population and household characterictics is necessary. The data presented is for the City of Escalon with some information on San Joaquin County for comparison purposes.

Population

From 1960 to 1970, household population (i.e., population residing in housing units) within the City of Escalon increased by 35.1 percent while household population within San Joaquin County increased by only 19.3 percent (see Table I). From 1970 to 1980, household population increased by 31.8 percent in the City and 20.4 percent in the County. The faster rate of growth in the City than the County is reflected in the fact that the City's household population represented 0.74 percent of the County's total household population in 1960 and in 1980 it represented 0.92 percent of the County's household population.

Table I HOUSEHOLD POPULATION 1960, 1970, 1980

	City of E	Escalon	San Joaquin County		
Year	Population	Percent Increase	Population	Fercent Increase	
1960	1,745	N/A	234,958	N/A	
1970	2,358	35.1%	280,363	19.3%	
1980	3,107	31.7%	337,451	20.4%	

Source: 1960, 1970, 1980 U.S. Censuses

Persons in Group Quarters

The City of Escalon has very few people living in group quarters. Only 20 people lived in such quarters in 1980. These area primarily elderly or ill people living in residential care homes.

Race/Ethnicity

The City of Escalon is predominately white (not including Spanish) with almost 90% of the population in this category (See Table II). There area very few black, Indian and other racial minorities and only 43 (1.4%) Asians. The largest race or ethnic minority is Spanish with 10.2% of the City's population in this category. All of the minority figures for the City are low when compared to the County-wide totals.

TABLE II
RACE/ETHNICITY 1980

	City of	Escalon	San Joaquir	n County
Race/ Ethnicity	Number	Percent of Total	Number	Percent of Total
White	2,750	87.9%	237,233	67.8%
Black	2	0.1%	18,444	5.3%
Asian	43	1.4%	19,888	5.7%
Spanish	318	10.2%	66,565	19.0%
Other	14	0.4%	7,648	2.2%
TOTAL	3,127	100.0%	349,778	100.0%

Source: 1980 U.S. Census

Age Characteristics

The distribution of the population by age group is given in Table III. The figures indicate a trend towards an older group of people in Escalon with about twice as many people over 60 in 1980 than in 1970. As a percentage of the total population this figure increased from 14.2% in 1970 to 21.5% in 1980. While there was a slight increase county-wide (14.1% to 15.8%) the increase is more pronounced in the City.

Similarly, there is a corresponding decrease in the number of people under the age of 20. In 1970 there were 936 people under 20 (39.6% of the total population) and only 956 (30.6%) in 1980. The County also experienced a decline in this age group but it was not as severe (37.8% in 1970 and 32.9% in 1980). Other age groups remained approximately the same from 1970 to 1980.

TABLE III
AGE CHARACTERISTICS
1970, 1980

		City	of Esca	alon	San Joaquin County				
	197	70	198	30	1970		1980		
Age	No.	%	No.	%	No.	%	No.	%	
0-4 5-9 10-14 15-19 20-29 30-59 60-64 65+	188 245 254 249 293 802 108 228	7.9 10.4 10.7 10.6 12.4 33.8 4.6 9.6	238 229 224 265 481 1,017 146 527	7.6 7.3 7.2 8.5 15.4 32.5 4.7 16.8	23,750 28,000 29,436 28,683 40,374 97,619 12,670 29,676	8.2 9.6 10.1 9.9 13.9 33.6 4.4 10.2	27,460 26,499 27,909 32,632 60,270 117,449 15,782 39,341	i	
TOTAL	2,367	100.0	3,127	100.0	290,208	100.0	347,342	100.0	

Source: 1970 and 1980 U.S. Censuses

Occupied Housing Units

The number of occupied housing units in the City doubled between 1960 and 1980 (see Table IV). Despite the increase in the number of occupied housing units, the vacancy rate in the City also rose from 5.0% in 1960 to 10.9% in 1980. This was in part due to the large numbers of units built and then not sold largely because of the high interest rates.

Persons Per Household

Persons per household (i.e., persons per occupied housing unit) has shown a steady decline from 1960 to 1980 in both the City and County. Table IV indicates that the number of persons per household in the City decreased from 2.93 in 1960 to 2.59 in 1980. Correspondingly, the population per household in the County decreased during the same period from 3.15 to 2.71. Although the City has a consistently lower population per household ratio than the County, the trend to smaller household size is the same. This trend is due to several factors: 1) a decline in the birth rate, manifested by a reduction in the population under 20 from 1970 to 1980 (see Table III); 2) an increase in the rate of marital disruption (see Table V); and 3) an increase in one parent families (see Table VI).

TABLE IV HOUSING UNITS AND HOUSEHOLDS 1960, 1970, 1980

	City	of Esca	S.J. County	
	1960	1970	1980	1980
Household Population	1,745	2,366	3,107	337,451
Population in Group Quarters	18	8	20	10,035
Total Housing Units	626	887	1,330	135,429
Occupied Hsg. Units	595	842	1,199	124,626
Vacant Units	31	25	131	10,803
Population per Household	2 .9 3	2.80	2.59	2.71

Source: 1960, 1970, and 1980 U.S. Censuses

TABLE V
MARITAL STATUS BY PERCENT OF TOTAL POPULATION
14 YEARS OLD AND OLDER (1970 AND 1980)

The second secon	City of	Escalon	S. J. (County
	1970	1980	1970	1980
Male Single Married Separated, Widowed or Divorced	25.8 67.2 7.0	22.8 68.9 8.3	28.4 63.0 8.6	30.1 58.8 11.1
Female Single Married Separated, Widowed or Divorced	19.5 66.0 14.5	15.3 60.3 24.4	20.0 60.5 19.5	21.5 55.5 23.0

Source: 1970 and 1980 U.S. Censuses

By 1985, this decline in the person per household figure had started to reverse itself. As of January 1st of that year, the figure had risen slihtly to 2.712 and as of January 1, 1986 had rissen to 2.73. While not a great increase, if this trend continues, the number of housing units that will be needed to serve the anticipated increase in population will be less than expected.

Demographers from the California State Department of Finance expect that these persons per household figures for San Joaquin County will remain relatively constant over the next 4 or 5 years. Although still significantly lower than the 1970 figures, the person per household figures forecast over the next five years have important implications for housing in terms of the expected number of units needed to house the increase in population.

TABLE VI FAMILY COMPOSITION 1970, 1980

And the state of t		City o	of Esca	alon	San Joaquin County			
	10	970	198	30	1970		1980	
	No.	7.	No.	*/.	No.	%	No.	*/.
Husband-Wife Families	627	89.5	771	86.5	62,934	86.5	74,023	81.4
One Parent FamTotal	71	10.2	120	13.5	9,784	13.5	16,895	18.6
Female Head Male Head	50 21	7.2 3.0	57 6	11.7	,		13,263	1 1
TOTAL	698	100.0	891	100.0	72,716	100.0	90,918	100.0

Source: 1970 and 1980 Special Censuses

Owner/Renter Occupied Housing Units

During the 10 year period from 1970 to 1980 the percentage of owner occupied units in Escalon increased slightly from 67.3% to 69.4%. During that same period, the overall County figures indicate that home ownership dropped slightly from 61.4% to 60.3%. The City's increase in home ownership also differs from the trend noted in the San Joaquin County Housing Element of a collective decline within incorporated cities from 57.5% in 1970 to 55.3% in 1980.

TABLE VII
OWNER/RENTER OCCUPIED HOUSING UNITS
1970 AND 1980

		City c	of Esca	alon	San Joaquin County			
	1970		1970 1980		1970		1980	
	No.	%	No.	%	No.	%,	No.	%
Owner	567				56,720			
Renter	275	32.7	357	30.6	35,652	ುರ∙ದ	49,478	
TOTAL	842	100.0	1,199	100.0	92,373	100.0	124,626	100.0

Source: 1970 and 1980 U.S. Censuses

Tenure by Type of Unit

Table VIII shows renter/owner occupancy status by type of unit in 1980. In the City of Escalon only about 22% of single family units were rented while more than 25% were rented in the County as a whole. For mobilehomes in the City, less than 10% were rented while double that percentage were rented in the County at large.

TABLE VIII TENURE BY TYPE OF UNIT, 1980

	City o	f Escalon	San Joac	quin County
	No.	Percent	No.	Percent
Single Family (Total)	941	100.0%	91,166	100.0%
Renter	209	22.2	22,999	25.2
Owner	732	77.8	68,167	74.8
Two Family (Total) Renter Owner	32	100.0%	4,181	100.0%
	27	87.1	3,431	82.1
	4	12.9	750	17.9
Multiple Family (Total) Renter Owner	121	100.0%	24,117	100.0%
	121	100.0	22,022	91.3
	0	0.0	2,092	8.7
Mobilehome (Total)	10 <u>6</u>	100.0%	5,162	100.0%
Renter	10	9.4	1,029	19.9
Owner	96	90.6	4,133	80.1

As a source of rental housing, single family units and mobilehomes, which may be considered a class of single family dwelling, together made up almost 60% of the total rental housing in the City of Escalon while they are less than 50% of the total rental housing in all of San Joaquin County.

Building Fermits By Type of Unit.

Information regarding the number of residential building permits is available for the years 1976 through 1986. From 1976 through 1979, permits for 171 single family dwellings, two duplex units and 45 multiple units were issued. During the period from January 1980 through June 1985, a total of 74 single family building permits were issued. It is estimated by the Escalon Building Department that the number of duplex and multiple units for this period did not exceed half a dozen. During 1986, 42 single family dwelling permits were issued.

Vacancy Rates.

TABLE IX
VACANCY RATES, 1970 AND 1980

	Ci	ty of	Esca.	lon	San Joaquin County			
	1970		1970 1980		1970		1980	
	No.	%	No.	1/4	No.	1/4	No.	%
For Sale+	NA	NA	64	6.4	431	0.8	2,051	2.7
For Rent*	NA	NA	40	9.8	2,216	5.9	5,755	10.4
Othertt	NA	NA	27	2.0	1,544	1.6	2,997	2.2
Total**	25	2.9	131	10.9	4,191	4.3	10,803	8.0

- + Percent of total owner units (i.e., sum of occupied units plus vacant for sale units)
- * Percent of total rental units (i.e., sum of renter occupied units plus vacant for rent units)
- ++ Vacant units not available for sale or rent
- ** Percent or total housing stock (i.e., year round units) which is vacant

Source: 1970 and 1980 U.S. Censuses

According to the California Department of Housing and Community Development (HCD), the desired vacancy rates necessary to provide a stable housing environment are 2 percent for the "for sale" vacancy rate, 6 percent for the "for rent" vacancy rate and 3.9 percent for the "other" vacancy rate. The U.S. Department of Housing and Urban Development (HUD) specifies a 5 percent overall vacancy rate in order to facilitate mobility and an adequate supply of housing. In 1980, the City of Escalon exceeded all of the desired vacancy rates with the exception of the "other" category although in 1970, overall the vacancy factor of 2.9 percent in the City was considerably lower than the desired 5 percent.

In comparing the 1980 vacancy factors with San Joaquin County's figures, it is clear that while the City's "for rent" and "other" vacancy rates were not excessive, the "for sale" rate is more than double that of the County and the overall vacancy rate is more than a third higher.

Overcrowding.

During the period from 1970 to 1980, overcrowding in Escalon declined both in terms of actual numbers and as a percentage of occupied housing units (See Table X). In 1970, 51 units were overcrowded; in 1980 the number of overcrowded units had declined to only 40. As a percentage of occupied housing units, overcrowded units went from 6.1% in 1970 to 3.3% in 1980. This reduction in the number and percent of overcrowded housing units reflects, in part, the decrease in household size which occurred during this period.

TABLE X

OVERCROWDED HOUSING UNITS, 1970 & 1980

	City	of Escalon	San Joaqu	uin County
	1970 1980		1970	1980
Occupied Units	842	1,199	92,372	124,626
Overcrowded % of occ. units	51 6.1	40 3.3	8,854 7.6	7,905 6.3
Severely Overcrowded % of occ. units	14 1.7	12 1.0	2,552 2.8	3,135 2.5

Overcrowded Units = 1.01 or more persons per room Severely Overcrowded Units = 1.51 or more persons per room

Source: 1970 and 1980 U.S. Censuses

Renter households are affected more than owner households. Only 2 percent of all owner households are overcrowded while 7 percent of all renter households are overcrowded. Most of the overcrowding in renter households is due to large families. This indicates the need for rental units with 3 or more bedrooms.

In comparing Escalon's rate of overcrowding with San Joaquin County's rate, the C.ty is significantly lower. In 1970 the City of Escalon's rate of overcrowding was about two-thirds that of the County (6.1% compared to 9.6%). By 1980 it had dropped to a little more than one-third (2.3% compared to 6.3%).

Age of Structure.

One indication of the condition of the housing stock is the age of the structures. The older the structure, the more likely it will need rehabilitation or replacement. This is especially true of pre-World War II housing because of the absence then of uniform standards for building construction. The relationship between age of housing and substandard condition is discussed in the Housing Needs section. It is useful here, however, to describe the housing stock in terms of its age to gain an understanding of what is at stake: the numbers of older units which must be conserved to provide affordable, standard housing to families and individuals whose economic resources are limited.

Table XI provides information on the age of the housing stock by age category in 1980. In the City of Escalon, almost 30 percent

TABLE XI YEAR STRUCTURE BUILT

	City o	f Escalon	San Joaqu:	in County
	Number	Percent	Number	Fercent
1939 or earlier	170	12.8	22,320	16.4
1940-1949	221	16.6	17,919	13.2
1950-1959	249	18.7	25,875	19.1
1960-1969	261	19.6	25,287	18.2
1970-1979	429	32.3	44,179	32.6
Total	1,330	100.0	135,580	100.0

Source: 1980 U.S. Census

of the housing stock is over 30 years old. More than 40% of these older units (12.8% of the total) were built before 1940.

Households by Income Category

Table XII shows the distribution of households by income category in 1980. Overall, in the City of Escalon, almost half (46.4 percent) of all households were categorized as very low or low income households.

Further analysis of very low and low income households provides some interesting findings. In the City of Escalon, less than half (48.7 percent) of the very low and low income households were renters. While this is approximately the same ratio as in the unincorporated area of the County, it is below the County-wide ratio of 60.1 percent and considerably below the ratio for the cities collectively (over two-thirds).

The numbers of very low and low income households are important from a program planning standpoint since they are an indicator of existing housing need. In many instances, these households are burdened by excessive housing payments (i.e., payments for housing which exceed 25 percent of gross monthly income). The extent to which these households were overpaying for housing in 1980 is discussed in the Housing Needs section of the Housing Element. Whether or not overpaying for housing, these households have serious problems with respect to housing affordability, mobility and choice of housing. Low income may necessitate the renting of accommodations which are substandard or may result in the postponing of needed repairs if the householder is an owner.

TABLE XII
HOUSEHOLDS BY INCOME CATEGORY, 1986

	City of Escalon		San Joaquin County	
Income Level	Number	Percent	Number	Percent
Very Low +	352	26.6	31,029	24.8
Low *	262	19.8	19,403	15.5
Moderate ++	174	13.2	22,996	18.4
Above Moderate **	534	40.4	51,611	41.3
TOTAL	1,322	100.0	125,039	100.0

- + Less than 50 percent of County median: \$8,035 or less
- * 50-80 percent of County median: \$8,036 \$12,856
- ++ 80-120 percent of County median: \$12,857 \$19,284
- ** 120 percent of County median and above: \$19.285+

Source: 1980 U.S. Census, Department of Finance
The information in Table XII is based on 1980 Census information
but the actual number of housing units is from estimates published annually by the State Department of Finance. The
percentages of each income level was assumed to be constant and
was then applied to the 1986 dwelling unit estimate. This may be
misleading since conditions change in 6 years and the distribution of income levels may have significantly changed.

TABLE XIII
HOUSEHOLDS BY INCOME CATEGORY RENTING OR OWNING 1980

	City of Escalon		San Joaquin County		
Income	Number	Percent	Number	Fercent	
Very Low +	319	100.0	25,431	100.0	
Rent	145	45.5	16,988	66.8	
Own	174	54.5	8,433	33.2	
Low * Rent Own	237	100.0	16,633	100.0	
	126	53.2	9,433	56.7	
	111	46.8	7,200	43.3	
Moderate ++	158	100.0	19,552	100.0	
Rent	68	43.0	8,765	44.8	
Own	90	57.0	10,787	55.2	
Above Moderate **	485	100.0	43,224	100.0	
Rent	70	14.4	8,780	20.3	
Own	415	85.6	34,442	79.7	

- + Less than 50 percent of County median: \$8,035 or less
- * 50-80 percent of County median: \$8,036 \$12,856
- ++ 80-120 percent of County median: \$12,857 \$19,284
- ** 120 percent of County median and above: \$19,285

Source: 1980 U.S. Census

Poverty Status

Poverty status is another indicator of housing need. In the City of Escalon, there were 64 households, containing 203 persons, below the poverty level. Of these households, 44 were families. In terms of total households and families, approximately 5% of each group is below the poverty level. The figures for unrelated individuals, however, indicated that more than 30% of these people are below the poverty status. These findings are based on the data provided in Table XIV.

TABLE XIV
POVERTY STATUS, 1980

Communication of the Land	City of Escalon		San Joaquin County		
Group Below Foverty Level	Number	Percent	Number	Percent	
Households	64	5.3	16,022	12.8	
Families	44	4.9	9,951	10.8	
Unrelated Individuals	70	23.2	9,901	22.9	
Persons	203	6.5	44,960	13.3	
Female Headed Households	10	17.5	4,538	34.2	

Source: 1980 U.S. Census

Housing Costs

Housing has become a less affordable commodity. From 1970 to 1980, the median price of a home in the County increased by over 200 percent (230.3 percent) from \$16,500 to \$54,500 (See Table XV). Median family income, on the other hand, increased by less than half that percentage (99.7 percent) from \$9,602 to \$19,120. The increase in median rent has been less dramatic than the rise in median home value. During the 1970-80 period, median rent in the County went from \$84 to \$186, a rise of 121 percent. Median figures for the City of Escalon for the year 1980 closely approximate figures for the County as a whole.

While the median price of housing in San Joaquin County is low relative to the Bay Area and other higher cost areas of California, the increase in the cost of housing has had a significant effect on the ability of County residents to afford housing within their means, particularly those who desire to own a home. Generally, the standard for determining housing affordability used by HUD and by lending institutions is that payment for housing should not exceed 25 percent of gross household income. If a household exceeds this standard, it is considered to be overpaying.

For renters, the percentage of those overpaying for housing was 49.3 percent in 1980. For homeowners, a comparison of those

overpaying for housing between 1970 and 1980 could not be made because data regarding overpayment for housing by owners was not available in 1970. As an alternative, a comparison of families that would have been unable to afford a new home in 1970 and in 1980 is provided below. All families counted in the 1970 and 1980 U.S. Censuses are included in this analysis, whether or not they owned a home at the time the Census was conducted.

TABLE XV
HOUSING VALUE, RENT, AND FAMILY INCOME
1970 AND 1980

	City of Escalon		San Joaquin County	
	1970	1980	1970	1980
Median Home Value	15,300	55,100	16,500	54,500
Median Rent	79	175	84	186
Median Family Income	8,239	19,606	9,602	19,120

Source: 1970 and 1980 U.S. Censuses

TABLE XVI FAMILIES UNABLE TO AFFORD A NEW HOME 1970. 1980

THE RESIDENCE OF CONTRACT CONT	City of Escalon		San Joaquin County	
Families	1970+	1980*	1970+	1980*
Number	291	600	32,421	62,100
Percent	44.6%	67.0%	44.2%	67.6%

+Assumptions: New single family home; value of \$16,500; 5 percent down payment; 30 year fixed rate mortgage at 7 1/2 percent interest; monthly payment for principal and interest equal to \$110; property taxes of \$480 per year; insurance of \$96 annually; total monthly payment not to exceed 25 percent of income.

*Assumptions: New single family home; value of \$54,500; 5 percent down payment; 30 year fixed rate mortgage at 11 1/2 percent interest; monthly payment for principal and interest equal to \$503; property taxes of \$540 per year; insurance of

\$204 per year; total monthly payment not to exceed 25 percent of income.

Source: 1970 and 1980 U.S. Censuses
San Joaquin County Planning Division

In 1970 the median price of a new single family dwelling was \$16,500. By 1980 the median price had risen to \$54,400. In 1970 the prevailing mortgage rate was 7 1/2 percent; in 1980 the lowest rate charged was 11 1/2 percent. Table XVI shows the number of families that would have been unable to afford a new home in 1980, given the assumptions specified in the table. In 1970, 44.6 percent of all families in the City of Escalon would have been unable to afford a new home. By 1980, the situation had worsened so that new homeownership was out of the reach of more than two thirds (67%) of all families in the City of Escalon.

In 1970, nearly all very low income and low income families would have been excluded from new home ownership, on the basis of income alone. By 1980, all moderate income families and some above moderate income families would have been unable to afford a new home. If the standard for affordability discussed above is used, new market rate housing is not an obtainable goal for these families unless they receive some form of housing subsidy or make a large initial down payment.

CHAPTER 2 HOUSING NEEDS

As assessment of the housing needs of all economic segments of the community is a prerequisite for the development of policies and programs which will address housing problems. In this chapter, housing needs will be considered in terms of 1) immediate housing needs analyzed with respect to affordability, overcrowding, substandard housing, and the housing needs of special groups; and 2) future housing needs projected for the 1986 - 1992 period.

IMMEDIATE HOUSING NEEDS

Affordability.

The section on housing costs in Chapter 1 brought out the fact that City residents were worse off in 1980 than they were in 1970 relative to their ability to afford shelter. This section focuses on the numbers and percentages of residents by income category in 1980 overpaying for housing.

In 1980, there were 163 low income renters and very low income renters combined in the City that were burdened by excessive

TABLE XVII
RENTER HOUSEHOLDS PAYING 25 PERCENT OR MORE OF INCOME
FOR HOUSING BY INCOME CATEGORY, 1980

	City of Escalon		San Joaquin County	
Income Category	Number	Percent	Number	Percent
Very Low +	113	62.5	14,594	64.1
Low *	50	27.6	5,587	24.5
Moderate ++	2	1.1	2,287	10.0
Above Moderate **	16	8.8	309	1.4
Total	181	100.0	22,777	100.0

- + Less than 50 percent of County median: \$8,035 or less
- * 50-80 percent of County median: \$8,036 \$12,856
- ++ 80-120 percent of County median: \$12,857 \$19,284
- ** 120 percent of County median and above: \$19,285 plus

Source: 1980 U.S. Census.

payments for housing (i.e., payments exceeding more than 25 percent of gross household income). These renters accounted for 90 percent of all renters overpaying for rental accommodations in the City (see Table XVII) and more than 44 percent of all renters in the City.

With respect to homeowners burdened by excessive payments for housing in the City, 161 were in the very low or low income groups (see Table XVIII). These homeowners accounted for approximately 60 percent of all owners overpaying for housing in the City, considerably higher than for the County. These homeowners also accounted for slightly less than one fifth of all homeowners.

TABLE XVIII

OWNER HOUSEHOLD FAYING 25 PERCENT OR MORE OF INCOME
FOR HOUSING BY INCOME CATEGORY, 1980

	City of	Escalon	San Joaquin County		
Income Category	Number	Percent	Number	Percent	
Very Low +	106	41.4	4,495	30.5	
Low *	55	21.5	2,528	17.2	
Moderate ++	10	3.9	3,135	21.3	
Above Moderate **	85	33.2	4,573	31.0	
Total	256	100.0	14,731	100.0	

- + Less than 50 percent of County median: \$8,035 or less
- * 50-80 percent of County median: \$8,036 \$12,856
- ++ 80-120 percent of County median: \$12,857 \$19,284
- ** 120 percent of County median and above: \$19,285

Source: 1980 U.S. Census

Table XIX provides a different perspective on affordability. The table indicates the percentage of households overpaying for housing by tenure in 1980. For very low income households in the City nearly 80 percent of renters and over 60 percent of homeowners were burdened by excessive payments for housing. For low income households, the situation was somewhat improved. Only 40 percent of renters and half of homeowners spent more than 25 percent of their gross income on housing. These statistics indicated, not surprisingly, that if you are poor, there is a much greater likelihood that you will be burdened by excessive payments for housing than if you are of moderate or above moderate income.

In comparing the City of Escalon figures with San Joaquin County's figures, it appears that, generally, renters do not have as much of a problem in the City as in the County although the problems are still major. A greater percentage of homeowners, however, pay an excessive amount for housing in the City than in the County. The may be one of the results of past enforcement of the Growth Management Ordinance.

TABLE XIX
PERCENT OF TOTAL RENTER AND OWNER HOUSEHOLDS OVERPAYING
FOR HOUSING BY INCOME CATEGORY, 1980

	City of Escalon	San Joaquin County
Very Low Income + - Own	61.6%	53.3%
Rent	78.5%	85.9%
Low Income * - Own	50.0%	35.1%
Rent	40.0%	59.2%
Moderate Income ++ - Own	11.2%	29.1%
Rent	2.9%	26.1%
Above Moderate Income ** - Own Rent	20.6% 23.3%	13.3% 3.5%
TOTAL - Own	32.7%	24.2%
Rent	44.6%	51.8%

- + Less than 50 percent of County median: \$8,035 or less
- * 50-80 percent of County median: \$8,036 \$12,856
- ++ 80-120 percent of County median: \$12,857 \$19,284
- ** 120 percent of County median and above: \$19,285

Source: 1980 U.S. Census

Overcrowding By Tenure

In 1980, there were 40 units overcrowded, 12 of which were severely overcrowded (see Table XX). In terms of tenure, there were considerably more renter overcrowded units than owner overcrowded units. The figures for San Joaquin County as a whole are not greatly different, although a greater percentage of severely overcrowded units are renter occupied. In comparing the number of overcrowded and severely overcrowded units to the total households in the City, overcrowded households represent about 3.3 percent of the total while severely crowded households represent only 1.0 percent of the total households. This is lower than the County figures of 4.2 percent and 1.7 percent, respectively.

TABLE XX
OVERCROWDING BY TENURE 1980

	City of Escalon		San Joaquin County	
	Number	Percent	Number	Percent
Overcrowded * Renter Owner	<u>40</u>	100.0	5,307	100.0
	25	62.5	3,457	65.1
	15	37.5	1,850	34.9
Severely Overcrowded ** Renter Owner	1 <u>2</u>	100.0	2,166	100.0
	10	83.3	1,561	72.1
	2	16.7	605	27.9

^{* 1.01} or more persons per room

Source: 1980 U.S. Census

Substandard Housing Units

TABLE XXI
CONDITION OF RESIDENTIAL STRUCTURES, 1980

	Number	Fercent
Structures in New Condition	317	28.4
Sound Structures Needing Maintenance	311	27.8
Structures with Minor Repairable Structural Deficiencies	399	35.7
Structures with Major Repairable Structural Deficiencies	72	6.5
Structures in Need of Replacement	18	1.6
TOTAL Residential Structures	1,117	100.0

Source: Field Survey conducted by the City of Escalon with the cooperation of the San Joaquin County Planning Department and the San Joaquin Council of Governments in August, 1980.

^{** 1.51} or more persons per room

According to the City of Escalon 1980 Housing Element, a field survey of all residential structures in the City of Escalon was conducted in cooperation with the San Joaquin County Planning Department in August, 1980. Although the U.S. Census indicates that there are 1330 dwelling units in the City, the survey found only 1117 structures. It is assumed that the difference is due to multiple units being in one structure. Table XXI includes the information found in the survey.

Housing Needs of Special Groups

In the City of Escalon, there are populations with special housing needs. These groups include the elderly, households headed by women, large families, the handicapped or disabled, the homeless (i.e., those in need of emergency shelter, and farmworkers. The housing needs of these groups are discussed below.

The Elderly. The elderly (i.e., those 65 and over) have special housing needs. The housing needs of this group are based on a number of factors: age, health, economic status. family arrangement and homeownership. In 1980, there were 342 households with a householder 65 and over (see Table XXII). This amounts to almost one-third of all households in the City of Escalon. One out of six households with a householder 65 and over was below the poverty level. However, most of these people are homeowners. Overall, 78 percent of all elderly households are homeowners. These elderly homeowner households may not have the money to upgrade or rehabilitate their homes and may need some other form of changes in their home such as ramps. Although only 20 percent of elderly households are renters, they also may have special housing needs such as rental assistance or the availability of affordable housing units.

TABLE XXII
ELDERLY HOUSEHOLDS AND FEMALE HEADED HOUSEHOLDS, 1980

	Escalon	S.J. County
Elderly Households - Total	<u>342</u>	25,094
Below Poverty Level - No.	54	2,955
%	15.8%	11.8%
Female Headed Hshlds - Total	57	<u>13,263</u>
Below Poverty Level - No.	10	4,538
%	17.5%	34.2%

Source: 1980 U.S. Census

Female Headed Households. The number of families headed by women has more than doubled since 1970 (see Table VI). In 1980, the number of households headed by women in the City was 57. Of this total, only 10 (17.5 percent) were below the poverty level (see Table XXII). These 10 households represent a disproportionate number of households below the poverty level. While households headed by women made up less than 9 percent of total households in 1980, they accounted for 15.6 percent of all households below the poverty level.

Large Families. Large families (i.e., families with five or more persons have obvious needs for large units to prevent overcrowding. Unfortunately, Census and other data are not available which document this group's housing need in terms of the degree of overcrowding, the extent of overpayment for housing or the number living below poverty. Information on the number of large families, however, is available. Table XXIII shows that in 1980 there were 123 large families in the City of Escalon. Of these, some 26.8 percent (33 of the 123) were renters. These 33 renter large family households accout for 9 percent (33 out of 367) of all renter households. Overall, one out of ten families in the City is classified as a large family.

TABLE XXIII
LARGE FAMILIES AND HANDICAPPED/DISABLED PERSONS. 1980

	Escalon	S.J. County
Large Families - Total % of total families	123 10.3%	14,764 16.2%
Handicapped/Disabled % of total population	160 5.1%	12,042 3.5%

Source: 1980 U.S. Census

Handicapped/Disabled. The mentally and physically disabled/handicapped population also have special housing needs related to their disability. Data describing the housing needs of this population is not available although there are a number of agencies in the County providing services. Census data, however, is available which provides some indication of the size of this group on the basis of the number of persons 16 and over prevented from working. Table XXIII shows that in 1980 there were 160 persons residing in the City who were prevented from working because of a mental/physical disability. Ninety-three handicapped

persons were elderly with public transportation disabilities. This group could be helped by providing ramps in some houses.

Homeless. Data on homeless people in Escalon does not exist. The following information was compiled for the County as a whole by the San Joaquin County Planning Division and is excerpted from the October, 1986 draft San Joaquin County Housing Element.

"Estimates of the number of people actually provided shelter at any given time range from almost 300 to about 450. The greatest demand for shelter occurs in winter, when the average number sheltered at any given time is about 350.

"There are approximately 350 additional unsheltered people whose need for housing is not being met by public and private agencies. These include approximately 300 who are living in Stockton and French Camp, and in the area between Stockton and French Camp, and about 50 who are living in other parts of the County. This estimate may be low. According to some shelter providers there could be up to 700 unsheltered homeless in the County.

"The homeless are currently provided shelter primarily in Stockton, Lodi, and Manteca, with the vast majority of sheltering occurring in Stockton. Homeless from virtually all other County towns are referred to Stockton. Some of the major shelter providers, all of which are in Stockton, are St. Mary's Church, the Gospel Center; s Rescue Mission and New Hope Family Shelter, Salvation Army, Great House and Saint John's Episcopal Church. There are over twenty other shelter providers whose operations are smaller in scale."

Farmworkers. Information on farmworkers is only available on a County-wide basis. The following information is once again taken from the San Joaquin County draft Housing Element.

"The magnitude of the need for farm labor housing can be gauged from information provided by the Housing Authority of San Joaquin County. During peak times all 288 units at its three migrant centers (two on Mathews Road in French Camp and one on Harney Lane) are occupied. The centers are open from May 1st through October 31st of each year and normally are occupied for the full six months by migrant workers and their families. In addition, there is a substantial waiting list for these units. In 1985, for example, there were 90 applications in excess of units available. Many other applicants never apply because of the remote likelihood of securing migrant labor housing.

"An assessment of the actual number of farm labor housing units which are needed is complicated by the fact that San Joaquin County has a large resident farmworker population, many of whom own their own homes. Instead of obtaining housing with the County Housing Authority, they would either seek the accommodations provided by the farmer or their own accommodations.

"If we assume that the need for farm labor housing must be directed at non-local seasonal workers, then the following picture of need emerges. In 1985, the average monthly number of seasonal workers was 6,310. Of this number 3,000 were non-local individuals. Based on an average of 2.9 workers per family at the Housing Authority's three migrant centers, a total of 1,035 units would be required to house these people. Subtracting the Housing Authority's existing 288 units of farm labor housing from this number, approximately 750 additional units would be needed.

"This estimate of farm labor housing need provides an upper level of need. The lower estimate of need is provided by the Housing Authority. The Housing Authority estimates that at least 500 more farm labor housing units must be built to accommodate present need. Half of these units must be built to provide accommodations for large families."

FUTURE HOUSING HEEDS

The existing needs as described in the preceding pages include the need for larger rental units, retrofitting and rehabilitating units (including apartments) for elderly residents, and the need for more affordable housing for those low income households overpaying for housing. Future housing needs are addressed in the 1983 San Joaquin County Council of Governments' "San Joaquin County Market Rate Fair Share Housing Allocation" for the years 1986 to 1990. The information and assumptions contained in that document were used as the basis for this section. The information presented for the years through 1990 are those contained in the document. Information for 1991 and 1992 was obtained by extrapolating the trends indicated in the previous years.

Projections of Households and Occupied Units.

The household population in the City is projected to increase by 4.3 percent per year according to the San Joaquin County Council of Governments. This amounts to a 1992 population of 5,230 people living in 1981 households. The growth rate for the City

TABLE XXIV
PROJECTIONS OF HOUSEHOLD POPULATION AND OCCUPIED HOUSING UNITS
1986-1992

	City of Escalon			San Joaquin County			
July 1,	Popu- lation	Fop./ Hshld.	House- holds	Population	Pop./ Hshld.	House- holds	
1986	4,063	2.65	1,533	392,880	2.67	143,884	
1987	4,238	2.65	1,599	401,780	2.66	147,389	
1988	4,420	2.65	1,668	410,929	2.65	151,530	
1989	4,610	2.64	1,746	420,334	2.65	155,303	
1990	4,808	2.64	1,821	426,638	2.64	159,359	
1991	5,015	2.64	1,899	N/A	N/A	N/A	
1992	5,230	2.64	1,981	N/A	N/A	N/A	

Source: San Joaquin County Council of Governments, "San Joaquin County Market Rate Fair Share Housing Allocation, 1986-

1990.

PRC Associates

would be approximately 18.3 percent from July 1, 1986 to July 1, 1992 while the growth in the entire County would only be 8.6 percent. As discussed in a later section, this County-wide growth rate may be low due to employment trends.

Projected Need for New Units

Information on projected need for new housing units in the City of Escalon and the County as a whole is provided in Table XXV. The figures are those provided by the S.J. County COG and those extended with the COG's assumptions. This indicates that between 71 and 75 new units a year will be needed to provided for Escalon's fair share of the housing need in San Joaquin County. In order to meet the estimated need for low and moderate income units, the City Council shall determine the actual need as part of its Growth Management Ordinance annual allocation process.

TABLE XXV

HOUSING UNIT NEED

(Excluding existing households in annexed areas)

	City of Escalon			San Joaquin County			
July 1 to June 30	New Hshlds.	Re- place	Total	New Households	Replace- ments	Total	
1986-87	69	2	71	3,665	287	3,952	
1987-88	69	2	71	4,293	287	4,580	
1988-89	71	2	73	3,933	287	4,220	
1989-90	71	2	73	4,215	287	4,502	
1990-91	72	2	74	N/A	N/A	N/A	
1991-92	73	2	75	N/A	N/A	N/A	

Source: San Joaquin County Council of Governments, "San Joaquin County Market Rate Fair Share Housing Allocation, 1986-1990".

PRC Associates

Distribution of Projected Housing Unit Need by Income Group

TABLE XXVI
PROJECTED NEED FOR NEW HOUSING UNITS BY INCOME CATEGORY

Income Category	86-87	87-88	88-89	89-90	90-91	91-92	Total
Very Low	22	22	23	23	23	24	137
Other Low	8	8	8	8	8	8	48
Moderate	1.5	15	15	15	15	15	90
Above Moderate	26	26	27	27	28	28	162
Total	71	71	73	73	74	75	437

Source: San Joaquin County Council of Governments, "San Joaquin County Market Rate Fair Share Housing Allocation, 1986-1990".

PRC Associates

Of the 437 units expected to be required from 1987 to 1992, it is anticipated that 137 will be needed for very low income households, 48 for other lower income households, 90 for moderate income households, and 162 for above moderate income households. Table XXVI provides an annual breakdown of the distribution for the City. Since Heritage House was built during this period and provides 42 units for low income households, fewer units could be built in the future so that the overall figures are still met.

Employment Trends

The San Joaquin County COG is in the process of revising its South County population and housing unit projections because of the increased levels of commuter traffic being experienced to and from the Livermore Valley and Bay Area. The increase in employment opportunities in the Livermore Valley especially is expected to result in a significant number of hew housing units being constructed in San Joaquin County.

Available Residential Sites

As of January 1, 1986, the City of Escalon had 1432 dwelling units with 1322 households having 3629 people. The City of Escalon currently has 151 lots in recorded subdivisions that have not yet been issued building permits. This represents enough land to provide for the City's housing needs for approximately two years. An additional 120 lots have already been approved in tentative subdivision maps. Approximately 128 additional residential acres exist within the City for which there are no subdivisions approved or under consideration. These acres could be developed with as many as 1290 units. An additional 915 residential acres exist outside the city limits but within the General Plan boundary. The land currently within the City limits is sufficient to provide adequate sites for residential growth for the foreseeable future. With the current 75 units per year limit, the current inventory will last for the next nine years without the annexation of any more land. Table XXVI(a) inventories available land. There are enough high density sites to accommodate low income and enouth medium and low density to accommodate the moderate and above moderate income housing need. It does not appear that very low income can be developed without help from the City or other subsidies.

TABLE XXVI(a) INVENTORY OF AVAILABLE LAND

Site Location	Size (acres)	Zoning	Capacity (units)	Constraints			
W. side Escalon- Bellota, n. of Highway 120	8.0	R-3	208	None except GMO			
S.E. First and Brennan	5.0	R-1	22	None except GMO			
East of McHenry, n. of Catherine	8.0 2.5 1.5	R-1 R-2 R-2	36 25 15	None except GMO None except GMO			
	6.7	R-1	30	Some service extensions needed Some service extensions needed			
	8.0	R-1	36	Major service extensions needed			
	1.68	R-1	7	Major service extensions needed			
	1.7	R-2	17	Slight service extensions needed			
	18.0	R-1	81	Slight service extensions needed			
	3.9	R-3	101	None except GMO			
	4.0	R-3	104	None except GMO			
	16.0	R-3	416	None except GMO			
East of Escalon- Bellota, n. of	12.0	R-1	54	Major extension of service needed			
Miller	14.9	F-1	67	Major extension of service needed			
	1.8	R-1	8	Major extension of service needed			
East of Escalon- Bellota, so. of	10.7	F(-1	48	Major extension of service needed			
Miller	4.0	F-1	18	Major extension of service needed			
TOTAL	128.38	***************************************	1293				

CHAPTER 3 HOUSING CONSTRAINTS

The purpose of this chapter is to discuss the factors which affect the availability and affordability of housing. To evaluate these "constraints" to housing production, it is useful to examine them in terms of nongovernmental and governmental constraints.

NONGOVERNMENTAL CONSTRAINTS

A variety of types of cost are involved in housing production. The primary categories of housing costs are the cost of construction, the cost of land, and the availability and price of money. Each of these major components of housing costs are discussed below.

Cost of Construction. The cost of construction is primarily dependent on the cost of labor and materials. In terms of the cost of materials there is general agreement among area bankers, builders, developers, and public officials that a significant element in the increase in County housing costs experienced since the mid 1970's is the increase in the cost of building materials. Lumber, particularly softwood lumber, is the primary material used in most types of residential construction and its price has had a large impact on the cost of housing. Nationally, softwood lumber costs increased approximately 80 percent from 1975 to 1980. Other building materials which experienced a marked increase in price during this period include cement, asphalt, gypsum wallboard, composition roofing and plastic pipe. These increases were the result of a high demand for such building materials and a high national inflation rate. Since 1980, the price of construction materials has stabilized and, in some cases, fallen as a consequence of the falloff in demand for housing resulting from the housing recession of the early 1980's. Future costs of building materials are difficult to predict because of cyclical fluctuations in demand and inflation. However, it is safe to assume that building materials will continue to be a major, if not the major, cost in residential construction in the future in the County.

With respect to labor costs, the San Joaquin County Housing Element cited labor cost increases as among the most important factors increasing the cost of housing in the County. Since most residential construction in the County is now done by nonunion contractors, such labor cost increases have been moderated by cyclical fluctuations in housing demand. During high housing demand period, hourly labor costs are determined by a whateverthe-market-will-bear philosophy and often approach union wage rates. During low housing demand period, labor costs are held constant and even decline.

During the early to mid 1970's labor was primarily union labor and was relatively more expensive than nonunion labor. The transition from union labor to nonunion labor in the County occurred from 1975 to 1980. By the early 1980's it was completed. This change from union labor to nonunion labor was largely due to the greater accessibitily of contractor's licenses. This had the effect of actually reducing labor costs. Because the new contractors were largely nonunion, their labor costs were less since they did not have to pay union benefits. Also, as a consequence of their involvement with residential development, residential construction work became piece work, which also lowered labor costs.

Cost of Land. Costs associated with the acquisition of land include the market price of raw land and the cost of holding land throughout the development process.

The cost of raw land is influenced by many variables: scarcity, location, unique features (e.g., trees, water frontage), availability of public utilities, and the type of financing package worked out between buyer and seller. In Escalon, land which is designated low density residential on the General Plan Map and which can be provided with urban services (e.g., sewer, water, storm drainage facilities) sells for \$15,000 to \$20,000 per acre or more depending on the potential costs of improvements.

Generally, raw land costs have not proved to be a major consideration in residential development within urban areas. Far more significant is the cost and availability of public services, the cost of construction materials and labor, and the cost of money.

<u>Cost of Capital</u>. There are two kinds of capital involved in providing housing: capital used by developers for initial site preparation and construction and capital used by the home buyer. The availability and price of both types affect the cost of housing.

Capital used by developers is short-term, borrowed at commercial rates, which tend to be higher than mortgage rates. In the past, banks have been reluctant to make these "interim construction" loans to developers. However, more recently banks have come to recognize that the great demand for housing makes these loans profitable. Now, banks are actively seeking interim development loans with established developers.

Mortgages are long term loans. Currently, the lowest rates on single family units are 8 3/4 percent for fixed 15 year mortgages and 9 percent for fixed 30 year mortgages. These rates are a vast improvement over the fixed rates and variable rates charged during the early 80's at the peak of the housing recession. The

rates then were as high as 15 1/2 percent to 17 percent for 30 year fixed mortgages, and severely reduced new and used home purchases. The decline in interest rates means that more City residents can qualify for homeownership.

Total Development Costs. Having discussed the major components of housing cost, it is useful to determine the relative contribution of each in relation to total housing costs. Consider the development costs associated with a modest, entry level three bedroom, single family unit (i.e., 1 1100 square foot house on a 6000 square foot lot with urban services and no government subsidy):

TYPICAL 3 BEDROOM SINGLE FAMILY UNIT

		% TOTAL COST
Land Cost (Raw Land)	\$7,000	10.8
Site Development Cost (i.e., Urban Facilities)	6,500	10.0
Construction Cost	33,000	50.8
Marketing Cost	1,500	- T
Financing Cost	5,000	7.7
Fees and Permits	4,000	6.1
City Fees and Permits	2,500	3.8
School District Fees	1,500	2.3
Overhead and Profit	8,000	12.3
TOTAL	\$65,000	100.0

An examination of these components of total cost shows that construction costs and site development costs (i.e., cost of providing urban facilities — curbs, gutters, sidewalk, streets, drainage facilities, sewer facilities, water) account for over 60 percent of total cost. Raw land cost is not relatively significant, accounting for less any 11 percent of the total cost.

These figures are somewhat unrealistic in Escalon. First, the cost of raw land is more like \$5,000 per lot while the size of the houses built and the constraints resulting from the Growth Management Ordinance increase the actual costs of building a home. Most homes in Escalon are selling for around \$90,000 to \$100,000.

In terms of development costs associated with multiple family rental housing, current cost estimates are difficult to determine since, in the past, there has been almost no land available for this type of development. Additional land is being designated for such development as part of this update but information based on actual construction is not yet available.

GOVERNMENTAL CONSTRAINTS

Local governments affect the supply, distribution, and cost of housing by means of the General Plan, zoning, and subdivision requirements, and through building codes, development permits, and processing time and cost requirements, and infrastructure availability. This section focuses on how these factors act to affect housing production with the City.

General Plan. The purpose of the City's General Plan is to serve as a comprehensive, long range plan for the development of the City. The General Plan, more precisely, is the City's official position on development and resource management, stated as goals, policies, and action statements which are intended to provide the basis for consistent decision making. It is a commitment to a course of action which will lead, through the years, toward a desirable physical, social, and economic environment for existing and future generations.

The location of housing is determined primarily by policies contained in the General Plan's Land Use Element which establishes the amount and distribution of various land uses throughout the County. With respect to density of residential development, the Land Use Element specifies a range of dwelling units for each residential General Plan designation.

This authority to specify both the location and density of residential development is probably the most important power available to local government to affect the supply and type of housing developed within its jurisdiction. Most land shown by the General Plan for residential development is planned for low density residential use. There is, however, a mix of residential uses planned including medium and high density residential. Most of the latter two designations can be found in the central part of town.

The need for new units over time is obvious and has been previously discussed. The question is whether this need should be met primarily by traditional low density residential development, which is predominantly single family housing, or by planning for residential use at a greater variety of densities. Generally, the more units per acre the less cost per unit for permits and fees, required improvements, and developer's overhead cost. The proposed addition of a high density designation in the

City's Land Use Element and designation of land under that category, is indicative of the City's desire to provide land for a variety of types of developments.

Zoning. By State law, zoning must be consistent with the General Plan. A part of this overall review of the City's General Plan, the zoning of all properties in the City and their respective General Plan designations will be consistent. To the extent that zoning is consistent with the General Plan, the same questions that were raised about the extent and appropriateness of General Plan residential designations can be raised about the extent and appropriateness of single family and multiple family zones. As mentioned above, this comprehensive rewrite of the City's entire General Plan will result in additional land being zoned for high density development.

Apart from this concern, even when consistent with the General Plan, zoning may act as a deterrent to the construction of affordable housing. By specifying greater lot sizes than is warranted for the type of residential development desired, additional costs will result. Increased lot size results in more outlay for curbs, gutters, sidewalks, sewer lines, and raw land costs per lot. These costs, borne by the developer, will be passed on to the prospective home buyer.

Recent (September 1986) changes in the City's Zoning Ordinance reduced the minimum lot size for single family residential development from 7,000 square feet to 6,000 square feet. The amendments also included the addition of a Planned District Zone that will permit zero-lot line developments and other cost-saving approaches that were previously not permitted.

The Zoning Ordinance also requires two-car garages which precludes the construction of FmHA units. Minimum setbacks are normal and there is no minimum size dwelling that must be built except as required by the Building Code. Excessive off-site improvements (such as excessive sidewalk requirements or street widths) are not required. The City plans to consider relaxation of the two car garage requirements for FmHA units.

<u>Infrastructure Availability</u>. The cost of raw land and land improvements is in part dependent on the availability of the service infrastructure. To be suitable for residential development, there must be an adequate public water supply, sewers, roads, etc., or there must be a way for developers and local government to provide such facilities.

The City of Escalon is able to meet the housing needs with respect to sewer, water, roads, etc., for the term of this housing element. Work has been progressing for some time to upgrade the City's water system. It is adequate at this point but could use some improvements which are planned in the near

future. The sewer plant is reaching capacity and additional facilities will be needed in a few years. The City is investigating various funding options so that at such time as the need for the expanded facilities occurs, the facilities will be in operation. The existing road system in the City requires little improvement with respect to increased width on already developed portions of the streets. Developers will be expected to construct additional width adjacent to their developments and all interior streets.

Building Codes. The basic purpose of the Building Code is to protect the public from unsafe buildings and unsafe conditions associated with construction. Constantly changing materials and construction techniques, however, make it necessary to continually review and update the Building Code to avoid obsolescence and to ensure that health and safety standards are maintained. Such code maintenance also provides an opportunity to ensure that the code does not unnecessarily require costly materials or construction techniques.

By State law, all counties are required to adopt the latest State Building Code. The problem with this requirement is that the State Building Code is several years behind the changes made in the Model Building Code. These changes are eventually incorporated into the State Building Code. The latest model Building Code was published in 1985 and has just (1987) been adopted by the State. As a result, whatever cost savings which would have been available to developers (and presumably to the housing consumer) from new construction techniques and from new materials noted in the Model Code are lost during this lag period.

Development Fermit Fees. Since the passage of Proposition 13 in 1978, revenues received from property taxes by local government have been reduced. In addition, the costs of providing City services during the permit processing phase has increased. Escalon has reassessed developmental fees charged to the public within the last year and has increased the fees to bring them in line with actual processing costs. Although these adjusted fees were not projected to recover the full cost of services, the effect of the increase in fees was to shift a major portion of the cost of providing services from the City to the actual recipients of those services. However, in the case of a builder or developer, these increased costs are passed on to the home buyer or tenant.

Consider the case of a developer who desires to build a 100 unit single family subdivision on 6,000 square foot lots in an area which meets zoning and General Plan requirements and which will be provided with the necessary urban services (e.g., sewer and water). He must pay an application fee of \$300 plus the actual cost of any fees charged by the City Engineer. If an Environ-

mental Impact Report is needed, he could anticipate paying \$5,000 to \$25,000. If his subdivision is approved, he is subject to a number of additional charges: 1) Map checking by the City Engineer; 2) Plan checking and field checking by the City Engineer (usually 3-5% of the cost for public improvements); 3) building permits and inspections by the Building Department of approximately \$2500 per house (\$1676 of which is for hook up to sewer and water systems); and 4) School impact fees of \$1.50 per square foot.

These costs, while slightly higher than last year, are not exorbitant when compared to other jurisdictions. And, in this post Proposition 13 period, they help, to a large extent, to offset actual processing expenses incurred. The real issue here is whether these fees are valid over time; whether, because of inflation, they should be increased; or whether, through improvements in processing, they should be lowered.

Finally, with respect to fees, it should be pointed out in the example which was given that City fees and permits account for only 2.35 percent of total development costs.

Permit Processing Time. Permit processing time can affect the cost of housing by increasing the amount of interest paid while holding the land. All applications for planning approval (including a major subdivision application) must go to the Planning Commission for approval. The Commission meets once a month and, with the exception of request for amendments to the General Plan and rezoning, makes the final decision on all applications. Provided there is not appeal of a Planning Commission decision to the City Council, a major subdivision application can be processed in two to three months. Other applications can be processed in as little as four weeks.

It should be noted that the City has taken some steps to reduce permit processing time. It has hired a city planner so that staff is now available at the City level to handle all planning matters. In 1986 it revised the Subdivision and Zoning Ordinances to eliminate cumbersome and outmoded requirements. The size of the City offices makes it a simple matter to track permits.

Growth Management Ordinance. The City adopted a Growth Management Ordinance in 1978, subsequently revising it in 1986 and 1987 to made it more workable. It is still under review. The ordinance was adopted in response to limited sewer and water facilities and talk of a possible initiative that would have restricted growth even further and allowed the City no options for future amendment. Generally, the Growth Management Ordinance (GMO) restricts the issuance of building permits to not more than 75 dwelling units per year. Multiple units are counted as 1/2 unit for the purposes of the ordinance. There is also some

latitude for issuing more building permits in one year if during the following year enough fewer permits are issued so that in the two year period no more than 150 dwellings are built. There is no provision for reallocating any unused allotment although one is being proposed. Safeguards are built in so that one developer cannot obtain all the permits for any one year and so that individuals who own lots can obtain permits despite the restrictions. A recent revision requires that a number of building permits equal to the identified housing need be allocated for low and moderate income housing provided that number of permits is requested as required by the GMO. A copy of the GMO is attached as Appendix I.

During the first 6 or 7 years after adoption, the GMO apparently presented no great problems with limiting growth. The depression that hit the housing market severely reduced the number of new units that were built everywhere. Until 1986, the maximum of 75 units was not even approached (actual annual figures are not available nor is information regarding whether the units are low and moderate or not). At the present time there is keen competition for the 75 units.

Although the GMO does not limit the number of units that can be built in any one year to less than the identified housing need, it has placed constraints on the types of units that can be built and has restricting the "free enterprise" system. At the present time this is done for two reasons: (a) the people within Escalon are actively in favor of limiting growth, and (b) the sewer treatment plant will reach its capacity in 5 or 6 years at the rate of 75 units per year which is how long it will take to plan for and finance any expansion.

The resulting discouragement of low and moderate income housing was a very real problem with the ordinance. Since most producers of low and moderate income housing depend upon certainty of construction and volume of construction to keep costs down, there was no way that such a developer can economically build a subdivision in Escalon at the rate of less than 10 permits a month and no more than 75 permits a year. With the competition for permits, even these numbers were hopelessly optimistic and could not in any way be guaranteed.

The City is still reviewing its GMO. With the change that allocates an identified number of building permits for low and moderate income housing right off the top of the allocation, many of the problems have been addressed. The Council is now discussing the possibitility of adding provisions to allow redistribution of any unused allotment. The existing provisions that counts two multiple units as one unit under the GMO encourages the construction of rental units.

CHAPTER 4 ENERGY CONSERVATION

State law requires every city or county preparing a Housing Element to conduct an analysis of opportunities for energy conservation with respect to residential development within its jurisdiction. In accordance with this requirement, the following analysis of the City's involvement in furthering opportunities for energy conservation is provided. This analysis is conducted at four levels: 1) the City's efforts at implementing the residential energy standards for new housing units required by Title 24 of the State Building Code; 2) the City's involvement in assuring that subdivisions are designed so that they provide, to the extent feasible, for future passive or natural heating or cooling opportunities; 3) the City's involvement in assisting homeowners in weatherizing their homes; and 4) other efforts by the City at promoting and encouraging energy conservation.

New Residential Energy Standards

Title 24 of the State Building Code requires new residential buildings to meet a comprehensive set of standards for energy conservation. Builders of these units may achieve compliance either by calculating energy performance in a prescribed manner or by selecting from alternative component packages which prescribe a fixed method of compliance.

All proposed residential units are checked by the City Building Department to insure that their design and construction complies with the Title 24 energy standards. Additions and alterations must also meet the Title 24 energy standards if they increase the heated or cooled floor space of a building.

Implementation of the Title 24 energy standards has, however, created problems. The calculations to determine energy performance are complex, often involving numerous substitutions, adjustments or credits for construction variations to achieve compliance with energy standards. While the California Energy Commission estimates that the initial cost of compliance to the homeowner will be more than offset by the long term savings in energy costs, the initial compliance cost, passed on to the home buyer by the builder, may be sufficient by itself to exclude even more City residents from new homeownership. The San Joaquin County Building Division has estimated that the cost of meeting the Title 24 energy standards for a typical home is, on the average \$2000. In this regard, the Title 24 energy standards themselves could be viewed as a constraint to housing Also, while long term savings to the homeowner affordability. may be realized, it is not clear if renters will reap similar benefits since any savings in energy costs could be offset by rents that are higher in order to cover the initial cost of the required conservation measures.

Finally, there have been some complaints of problems resulting from implementing the Title 24 energy standards. The San Joaquin County Building Division states that the new energy standards have put an undue burden on the Division, building contractors, and the general public. The Deputy Director of Building Inspection notes that all members of his staff have spent a disproportionate amount of their time working with the new standards as compared to other areas of building code enforcement, that the standards are subject to revisions which necessitate constant monitoring and changes in procedures for calculating energy compliance, that a significant amount of time is spent explaining these standards to the general public, and that enforcement of the standards in the field becomes an almost impossible task. These complaints are not unusual.

To achieve the goal of providing energy conservation for new residential units, the San Joaquin County Building Division advocates using one set of standards with no requirements for calculations. Use of this approach would simplify the administration of the standards, reduce implementation costs to the County, and make energy requirements more cost effective. The City of Escalon concurs.

Subdivision Design Relative to Providing Heating or Cooling Opportunities.

Section 66473.1 of the State Subdivision Map Act requires that the "design of a subdivision for which a tentative map is required shall provide, to the extent feasible, for future passive or natural heating or cooling opportunities in the subdivision." Although this section does not contain any precise standards, the State Attorney General has opined that "a tentative map of a subdivision must be disproved it if fails to meet the design requirement of Government Code Section 66473.1."

In its review of major subdivision, the City encourages lot patterns which seek to maximize natural heating and cooling opportunities. Lot orientations which diminish or enhance natural heating and cooling opportunities are pointed out. However, no formal mechanism exists which would require a builder/developer to make specific changes in his subdivision design to meet the requirements of Section 66473.1 of the State Subdivision Map Act. The fact that the City's terrain is naturally accommodating to future passive or natural heating or cooling opportunities means that simple street orientation is sufficient to maximize them. It also means that special design accommodations for subdivisions in the City are not required in order to effectively provide for future passive or natural heating or cooling opportunities.

Weatherization Activities

The City refers elderly homeowners and low income householders within certain income limits, and the general public, to agencies offering weatherization programs. Such referral can result in improvements which would otherwise be beyond the ability of the homeowner to provide. A description of the weatherization programs offered by these agencies is provided below.

Direct Weatherization Program. For elderly households and low income households, PG&E (Pacific Gas and Electric Company) offers a direct weatherization program which provides a number of conservation measures at no cost to the homeowner. Six conservation measures must be carried out in order to qualify for the program. These measures, which are the same as those required in FG&E's Zero Interest Program (see below), consist of ceiling insulation, door weatherization, water heater blankets, low flow showerheads, caulking, and duct wrapping. Some types of home repair are also allowed under this program if directly related to weatherization (e.g., replacement of broken glass and rotted sashes; door, lock, and threshold replacement if needed). PG&E contracts with the Valley Resource Center, a nonprofit agency, to implement the program in San Joaquin County. The Valley Resource Center qualifies the applicant on the basis of income and subcontracts with Cal Valley Insulation to do the actual work. The income limits for the program are based on 150 percent of poverty level for low income households and 200 percent of poverty level for elderly households, adjusted on the basis of family size.

Zero Interest Program. PG&E's Zero Interest Program (ZIP) provides interest free loans to qualified homeowners for special home weatherization measures. Once a homeowner is qualified to participate in the program, an assessment of the extent and cost of the work is made by a contractor who is approved by PG&E to do the actual work. At the conclusion of the project, PG&E conducts an inspection to make sure that the work was done properly. Pacific Conservation Services provides the interest free loan to the homeowner for PG&E. The loan is repaid to PG&E in 100 equal payments, if the homeowners income is within the income limits for low income or elderly households established for PG&E's Direct Weatherization Program. If the homeowner's income exceeds the Direct Weatherization Program income limits, the loan is repaid in 50 equal installments.

Housing and Human Services Weatherization Frogram. The U.S. Department of Housing and Human Services provides grants to homeowners for home weatherization. The California Department of Economic Opportunity administers the Federal program, contracting with the Valley Resource Center to

implement the program in San Joaquin County. As with PG&E's Direct Weatherization PRogram, the Valley Resource Center qualifies the applicant on the basis of income and subcontracts with CAl Valley Insulation to do the actual work. Those households eligible to participate in the program must have incomes which do not exceed 130 percent of poverty level. Conservation measures which qualify for funding are the same as those specified in PG&E's Direct Weatherization Program. However, not all six conservation measures mandated by PG&E's Direct Weatherization Program need to be undertaken to qualify for the program. Thus, if a home needs only ceiling insulation or just caulking and duct wrapping, only these activities need to be undertaken.

Department of Energy Weatherization Frogram. The U.S. Department of Energy provides weatherization grants to homeowners similar to those offered by the U.S. Department of Housing and Human Services. The only difference between the two programs is the slight variation in income qualifying limits. The California Department of Economic Opportunity administers the program, Valley Resource Center implements the program in San Joaquin County for the State, and Cal Valley Insulation performs the work as a subcontractor for the Valley Resource Center.

Other City Efforts to Promote Energy Conservation

The City has a number of General Plan policies and ordinance requirements which fosters energy conservation opportunities. These policies and ordinance requirements necessitate that urban growth be provided with basic services. Their implementation serves to encourage a development pattern which results in increased energy conservation. The most important of these policies and requirements are given below:

- Only land contiguous to the City limits shall be annexed and then only if it creastes a logical city boundary with no county islands. (Policy 4, Land Use Element)
- 2. Growth should occur only as public facilities are available to serve it. (Policy 19, Land Use Element)

CHAPTER 5 EVALUATION OF EXISTING HOUSING ELEMENT PROGRESS

The City has made substantial progress towards meeting the goals and objectives in the 1980 Housing Element. Listed below are summaries of the implementation measures included in the 1980 element and their status.

- 1. Application will be made for a CDBG to help rehabilitate housing in the City. An application was made and funded. After considerable amount of time and effort, lack of interest on the part of residents caused the money to remain unused. It was returned to the State.
- The sewer, water and storm drainage systems will be upgraded. Considerable work has been done to upgrade the water system including new wells and looping the system to provide better service. The City has begun requiring park/storm drainage basins in subdivisions to handle storm drainage. Current studies are underway to identify potential upgrading of the sewer treatment plant. Some type of upgrade is anticipated within the next 5 or 6 years.
- 3. Abatement of substandard housing will be attempted.
 Informal discussions with staff indicate that some abatement has occurred but even an estimate is not available due to frequent changes in Building Inspectors.
- 4. Review Zoning Ordinance to ensure protection of residential neighborhoods, include the possibility of using new housing technology, and consider inclusionary zoning provisions. The Zoning Ordinance was comprehensively reviewed and updated in 1985-86. All of the above items were discussed and, with the exception of the inclusionary zoning provisions, the Zoning Ordinance was changed to comply with these measures.
- 5. Several implementation measures include the goal of encouraging non-profits, insurance pools, etc. to reduce the cost of housing. Nothing has been done in this respect. The City has not been approached nor has it had the time to actively solicit such groups to operate in the City. It did cooperate with and provide incentives for the construction of the senior citizen complex discussed under number 11 below.
- 6. Condo conversions will be monitored to ensure that the amount of affordable housing is not reduced. There have been no condo conversions in the City.

- 7. Any rehab program would include social and economic counseling. The only type of rehab that has been done is through the Building Department on an ad hoc basis. The City does not have the staff or finances to provide the type of counseling discussed above. The CDBG program that could have paid for some of these services was not successful.
- 8. The City shall encourage logical annexations and shall require that the builders provide the facilities to serve any annexed areas. This has been done.
- 9. The City will insist that banks and insurance companies with whom they do business adopt affirmative action lending insurance programs. This has been done.
- 10. The City will assess housing needs and support efforts to provide low and moderate income housing. The City has only done this in a passive way. No one has approached the City for its support and the City has not actively sought programs to aid in this measure.
- 11. The City will seek federal funds to construct an approximately 50 unit publicly assisted senior citizen housing complex. The City has not tried to obtain federal funds however, it has provided incentives for a private group to obtain financing from HUD to construct a senior citizens complex of 42 units.
- 12. The City will prevent premature intrusion of commercial or industrial uses into residential areas. The current General Plan does this and the update currently being considered by the City will strengthen this policy.
- 13. The City will participate in a county-wide Land Bank. There is no such land bank.
- 14. The City will actively encourage citizen participation in its housing programs. The City is extremely interested in obtaining input from its citizens regarding all aspects of City business. The Commission and Council have repeatedly invited the public to attend meetings and workshops. The Chairman of the Planning Commission has gone out to citizen groups within the community in an attempt to arouse interest in the programs. Some interest has been shown but not a lot.

CHAPTER 6 HOUSING PROGRAM

The purpose of this chapter is to present the goals, policies and actions of the City of Escalon for addressing the identified existing housing needs of its residents. These statements will provide the framework for undertaking the specific activities with quantified objectives which are included under each heading as the housing program.

By State law, a Housing Element must contain a program which sets forth a five year schedule of activities which the city or county is undertaking or intends to undertake to implement the policies and achieve the goals of its Housing Element. State law also requires that a Housing Element contain quantified objectives, which need not be identical to the identified existing housing need, but should establish the maximum number of housing units that can be constructed, rehabilitated, and conserved over a five year time frame. This chapter endeavors to comply with these statutory requirements.

Quantified Objectives. Over a five year period and with the programs discussed below, it is anticipated that approximately 400 housing units can be constructed, 20 units rehabilitated and 150 units conserved.

The goals are presented as they concern the entire housing situation. Policies and actions, however, are presented under five headings: Preserving Housing and Neighborhoods; Preserving Housing Affordability; Assuring Adequate Sites for Housing; Providing Housing Diversity and Eliminating Housing Discrimination. Following the policies and actions of each category, the housing program designed by the City to meet these goals is described. For ease in reviewing the housing program, Table XXVII summarizes the programs, identifies the agency responsible for carrying it out; specifies the funding source; notes the number of housing units which will be constructed, rehabilitated, or conserved, or which will in some way be affected by the proposed project; and indicates which category(s) will be addressed by the program.

The overall goal of the City is as follows:

OVERALL "To balance social, environmental, economic, cultural, GOAL and aesthetic concerns to create and maintain the best possible living environment for all residents."

To accomplish this overall goal, the following goals relative to the maintenance, improvement, and development of housing have been produced.

HOUSING GOALS

- 1. To assure the opportunity for residents of all levels in Escalon to obtain safe, sanitary housing adequate to meet their needs.
- To make available those land use categories that offer residents alternative living environments.
- 3. To ensure that there is an adequate amount of land planned for urban development to accommodate the projected population growth in areas where services are or can be made available.
- 4. To protect established residential areas from noise, congestion, hazards and other objectionable influences, and direct new residential development to locations protected from such influences.
- 5. To ensure compatibility of land uses.

To implement these goals a number of policies and actions have been developed.

PRESERVING HOUSING AND NEIGHBORHOODS

Folicies:

- Intrusion of incompatible uses into residential uses will be prohibited and adverse effects of adjacent uses will be minimized.
- 2. Residential support uses such as commercial uses, parks, and educational facilities shall be supplied in adequate amounts and in locations to serve the residents of the City without detriment to residential areas.
- Conflicts between adjacent land uses shall be minimized.
- 4. All possible means will be used to ensure that all existing urban areas are planned with basic services, including storm drainage, sanitary sewers, water supply, and solid waste disposal, and that all future development will coincide with planned extensions of these basic services.

Actions:

 Uses allowed under the Low Density, Medium Density, or High Density Residential designations of the General Plan shall include only those uses specified in the Residential zoning districts. All nonresidential uses which are specifically permitted in these zones shall only be permitted if it can be determined that the use can be located so that it is not detrimental to people or property in the area.

- 2. Methods which could be used to maintain neighborhoods include:
 - (a) Support of neighborhood improvement programs;
 - (b) Encouragement of both public and private participation and expenditures;
 - (c) Conservation of existing housing, wherever possible;
 - (d) Preventing intrusion of incompatible land uses, increased traffic volumes and other potentially blighting influences.
- 3. The use of rehabilitation funds to prevent the decay of established residential areas shall be encouraged.
- 4. The displacement of residents and the elimination of residential areas should be avoided.
- 5. Land use applications shall be approved only if potential land use conflicts can be reduced to an acceptable level.

- 1. Maintain and Enforce the Zoning Ordinance. The City shalf maintain and enforce the provisions of the Zoning Ordinance which requires (a) use permit approval of all uses that are non-residential and nature, (b) site approval of any residential uses of more than three units and all nonresidential uses, and (c) construction of a 6 foot masonry fence to separate residential uses from commercial and industrial uses. The Zoning Ordinance underwent major revisions in 1986 and it is the City's intention to maintain it in an up-to-date form in the future.
- 2. Neighborhood Improvements. The City shall encourage residents to use available means to improve neighborhoods. These means include, at this time, the use of the Improvement Bond Acts under which citizens can install curbs and gutters and have the cost added to their taxes. During annual review of the Capital

Improvement Frogram, the City shall determine which projects are appropriate to combine with such neighborhood improvements. For example, when repaving of a street is planned, encouragement of neighbors to pay for adjacent curb, gutters and sidewalk improvements will be considered.

- Community Development Block Grants. The City shall consider requesting block grant funds from the County's entitlement for use in an aggressive, voluntary housing rehabilitation program. The City was unable to use such a grant in the past, however, it was administered by the City who had no experience in such a program, and it was limited to a very small area of town. Enlarging the project area and hiring a professional group to administer the project might greatly improve its effectiveness. This goal, however must be balanced against other desireable uses of the limited funds.
- 4. Analysis of the Use of Federal and State Rehabilitation Loan Programs. This is an ongoing activity. The City is constantly looking for sources of funds and means of establishing an effective housing rehabilitation program.
- 5. Technical Assistance to Organizations Involved in Private Rehabilitation. This is an ongoing activity. The City is willing to provide technical assistance to private organizations involved in rehabilitating housing. However, since no private organizations are currently involved in such activity, no such assistance is currently being provided. The City shall, by January 1989, meet with representatives of non-profit groups to discuss the availability of this service.
- 6. <u>HUD Water Project.</u> The City has received a grant from HUD to make improvements in the water system. The grant provides \$75,000 a year for three years to bring the current system up-to-date.
- 7. 1986 Clean Water Bond. The City has received a \$1.3 million loan to build a new 1/2 million gallon storage tank and a new well that will benefit the entire City. In addition the loan will fund \$500,000 worth of underground improvements for the east side of the City.

PRESERVING HOUSING AFFORDABILITY

Folicies:

- 1. The City shall encourage the provision of units available for sale or rent to low and moderate income households in new housing developments.
- 2. Second unit dwellings, which help meet the need for additional housing options for the elderly, may be allowed in the Low Density Residential General Plan designation. (All other residential designations already allow second units.)
- 3. New and innovative housing systems constructed on and off-site which reduce costs without sacrificing quality shall be promoted and utilized.
- 4. An overall increase in urban residential densities shall be encouraged to make more efficient use of land and facilities.
- 5. The City shall address and, where appropriate and possible, remove governmental constraints to the development, improvement, and maintenance of the housing stock.
- 6. The City shall, through the Building Inspection Department, encourage use of Section 8 assistance.

Actions:

1. Density bonuses will be given to developers of residential developments of 5 or more units which provide at least 20 percent of the units for low and moderate income households.

- 1. Adoption of the Latest Model Codes. The lag period between the time the State considers the changes made in the Model Building Code and the time the State incorporates these changes in the State Building Code has resulted in a delay in the use of new, less costly construction techniques and materials. As a consequence, the City will work through CALBO (California Building Officials Association) to have the latest additions to the model codes adopted by the State in a more timely fashion.
- 2. <u>Weatherization Activities</u>. The City will continue to refer elderly homeowners and low income householders

within certain income limits, and the general public to agencies offering weatherization programs.

- 3. Revisions to State Energy Standards. The City will cooperate with other jurisdictions in the County to work with the State Energy Commission to modify the Title 24 Residential Energy Standards in order to simplify the administration and enforcement of such standards, to reduce implementation costs, and to make such requirements more cost effective.
- Technical Assistance to FmHA Section 502 Program 4. Applicants/Recipients. This is an ongoing activity. The Farmers Home Administration (FmHA) 502 Program provides monies to low and moderate income families to permit them to construct their own home. Technical assistance is given to nonprofit sponsors, who teach prospective self-help owners how to construct their homes, or directly to owners. The principal provider of technical assistance is the Building Department. Technical assistance consists of providing the nonprofit sponsor with information relative to zoning, and County ordinance and General Plan requirements. Also provided is information concerning construction. electrical, heating and plumbing requirements. The amount of technical assistance provided has been virtually non-existent since, according to the FmHA office, indicates there has been virtually no activity in Escalon since 1976.
- 5. Urban Residential Densities. The City is, with this update of the General Flan, including some increase densities (the addition of a High Density Residential General Flan designation) and the rezoning of some property for higher densities (R-3, Multiple Family Residential). The City has also recently revised its Zoning Ordinance to reduce minimum single family lot sizes from 7,000 to 6,000 square feet. The City shall continue, on an ongoing basis, to monitor its policies and ordinances to provide for the most efficient densities without detriment to the small town character of the City.
- 6. <u>Duplexes on Corner Lots</u>. The City shall consider an amendment to its Zoning Ordinance to allow duplexes to be built on corner lots in the R-1 (Single Family Residential) zoning district, providing that each unit faces a separate street so that the duplex looks like a single family dwelling from either street.
- 7. <u>Section 8 (Existing Housing) Program.</u> This is an existing program administered by the Housing Authority.

Under this program, rental subsidy payments are made by the Housing Authority, using HUD (U.S. Department of Housing and Urban Development) Section 8 funds. directly to landlords. These payments make up the difference between the fair market rent of a unit (as determined by HUD) and the contribution which the low income householder makes toward that rent (normally 30 percent of gross monthly income less deductions or allowances for medical, child care, and other expenses). The rental unit is selected by the low income householder and qualified and approved by the Housing Authority. There are few (17) units in Escalon although staff will refer people to the Housing Authority. It is felt that this is because of the voluntary nature of the program and the distance of the City from the Housing Authority.

- 8. Growth Management Ordinance Changes. The City will consider in its current update, the possibility of changing the ordinance to permit more low and moderate income houses. This might, for example, take the form of providing redistribution of unallocated building permits.
- 9. Zoning Ordinance Enforcement. The current zoning ordinance will be enforced. This will include: (a) permitting the use of the density bonus for the provision of low and moderate income housing units; (b) permitting second dwelling units through an ordinance that is slightly more liberal than required by State Law; (c) permitting innovative housing such as zero-lot line developments through the use of the new Planned District zone; and (d) permitting full utilization of existing lots even if they do not meet the requirements of the current zoning ordinance.
- 10. <u>Inclusionary Zoning</u>. The City of Escalon shall consider the adoption of an inclusionary zoning ordinance to require that a certain percentage of housing units in a development be provided to low and moderate income households.

ASSURING ADEQUATE SITES FOR HOUSING

Policies:

1. Residential expansion within areas shown on the General Plan will require the extension of municipal facilities to serve the area.

- New developments shall be analyzed to determine the need for any improvements required off-site, and provision shall be made to ensure financing of these improvements.
- Development of vacant residential land within the City shall be encourage prior to annexing additional residential land.
- 4. Residential parcels shall have frontage on a public road. Private rights-of-way may be allowed only in the case of Planned District approvals.
- 5. Residential land shall be zoned to provide adequate sites for the identified housing need.

Actions:

- 1. Approval of applications for General Plan Amendments or Rezoning shall consider changes in circumstances under which the existing plan or zoning was adopted and the necessity for additional land, of the classification requested, for development.
- Each new development shall be required to provide for or contribute to necessary off-site improvements.
- 3. Project review shall consider the need for the following off-site improvements: (1) sewerage facilities; (2) water facilities; (3) drainage facilities; (4) roadways; (5) traffic controls; (6) intersections; (7) public buildings and areas.

- 1. Application of General Plan Goals, Policies and Implementation Measures to Housing Sites. This is an ongoing activity. The Land Use Element has as one of its primary goals the provision of adequate amounts of land for all types of uses, including residential.
- 2. Urban Residential Densities. The City is, with this update of the General Plan, including some increase densities (the addition of a High Density Residential General Plan designation) and the rezoning of some property for higher densities (R-3, Multiple Family Residential). The City has also recently revised its Zoning Ordinance to reduce minimum single family lot sizes from 7,000 to 6,000 square feet. The City shall continue, on an ongoing basis, to monitor its policies and ordinances to provide for the most efficient

densities without detriment to the small town character of the City.

Provision of Public Services. The City will continue with its efforts to expand and improve the sewer and water system serving the City. Specifically, within the next five years, the City will actively be pursuing financing to expand the sewer treatment plant so that additional land will be able to be served.

PROVIDING HOUSING DIVERSITY

Policies:

- 1. The opportunity for homeownership in all types of housing shall be encouraged.
- 2. The provision of a wide variety of housing types, and the use of new and more efficient design concepts such as dwelling clusters and planned districts will be encouraged.
- 3. There shall be maintained at least three residential General Plan designations to provide for a range of housing densities.

- 1. Adoption of the Latest Model Codes. The lag period between the time the State considers the changes made in the Model Building Code and the time the State incorporates these changes in the Sate Building Code has resulted in a delay in the use of new, less costly construction techniques and materials. As a consequence, the City will work through CALBO (California Building Official Association) to have the latest additions to the model codes adopted by the State in a more timely fashion.
- 2. Section 8 (Existing Housing) Program. This is an existing program administered by the Housing Authority. Under this program, rental subsidy payments are made by the Housing Authority, using HUD (U.S. Department of Housing and Urban Development) Section 8 funds, directly to landlords. These payments make up the difference between the fair market rent of a unit (as determined by HUD) and the contribution which the low income householder makes toward that rent (normally 30 percent of gross monthly income less deductions or allowances for medical, child care, and other expenses). The rental unit is selected by the low income householder and qualified and approved by the

Housing Authority. There are few (17) units in Escalon although staff will refer people to the Housing Authority. It is felt that this is because of the voluntary nature of the program and the distance of the City from the Housing Authority.

- Provision of Fublic Facilities and Services. The City will plan for the provision of public facilities. The City has adopted master storm drainage, sewer and water plans that will permit service to all segments of the general plan area. These plans shall be implemented as needed to provide service to developing areas.
- 4. Planned District Zone. The City shall permit the use of innovative approaches to housing through the use of its Planned District Zone. This zoning district has only been in existence for one year. Since there have been no applications under its provisions, it is difficult to determine how many units might be built using this means.
- 5. FMHA and Self Help Housing. The City shall encourage FMHA and Self Help to build within the City of Escalon. Changes to the Zoning Ordinance to permit one car garages on houses financed by FMHA shall be considered by the Planning Commission and City Council. Changes to the GMO will also be considered to provide further incentives (such as reallocation of any unused allotment) to encourage low and moderate income homes.
- 6. Community Development Block Grant. The City shall consider requesting some of the County's entitlement funds for use in housing rehabilitation. Part of these funds can be used to provide retrofitting of homes (i.e. ramps) for the handicapped.

ELIMINATING HOUSING DISCRIMINATION

Policies:

- 1. The City will not condone any form of discrimination or segregation in housing.
- 2. The City shall promote all public and private efforts to assure a full range of choice in the purchase and rental of housing.

Actions:

1. The City shall continue to support the strict observance and enforcement of antidiscrimination laws and practices.

 Low and moderate cost housing should dispersed throughout the City.

- 1. Fair Housing Study and Policy Review. San Joaquin County plans to undertake a countywide study and policy review to further fair housing choice in the County and its cities. The study will be reviewed by the County's Policy Advisory Committee (PAC) and recommendations made to the Board of Supervisors and City Councils of the cities. The City shall seriously consider any recommendations made by the PAC as a result of this study.
- 2. Equal Housing Opportunity. The City shall refer all complaints of housing discrimination to the San Joaquin Valley Resource Center for action.

TABLE XXVII HOUSING PROGRAM: 1987 - 1992

Program/ Project	Responsible Agency	Funding Source	Units Affected	Category Addressed (Pg. No.)	Time Frame
Maintain and Enforce Zoning Ordinance	City of Escalon	City of Escalon	Not Available	1 (45)	Ongoing
Neighborhood Improvements	City of Escalon	City of Escalon & Residents	10-20 per year	1 (45)	Annually
Community De- velopment Block Grants	City of Escalon	State Small Cities CDBG	10-20	1, 4 (46, 52)	Jan. 1990
Analysis of Fed and State Rehab Loan Programs	City of Escalon	City of Escalon	Not Available	1 (46)	Ongoing
Technical Assistance to Private Rehab Organizations	City of Escalon	City of Escalon	Not Available	1 (46)	Jan. 1989 Ongoing
HUD Water Project	City of Escalon	аин	(%) CET	1 (46)	July 1989
1986 Clean Water Bond	City of Escalon	1986 Clean Water Bond	Entire City	1 (46)	July 1989
Adoption of Latest Model Codes	City of Escalon	City of Escalon	Not Applicable	2, 4 (47, 51)	Ongoing
Weatherization Activities	Escalon, PG&E Valley Resour- ces Center/ Cal Valley Insulation		Not Available	2 (47)	Ongoing
Revisions to State Energy Standards	City of Escalon	City of Escalon	Not Applicable	2 (48)	Ongoing
Technical Assistance to FmHa Sec. 502 Recipients	City of Escalon	City of Escalon	Not Available	2 (48)	Ongoing

TABLE XXVII
HOUSING PROGRAM: 1987 - 1992 (CONTINUED)

Project/ Activity	Responsible Agency	Funding Source	Units Affected	Category Addressed	Time Frame
Urban Residen- tial Densities	City of Escalon	City of Escalon	15% more units	2, 3 (48, 50)	Ongoing
Duplexes on Corner Lots	City of Escalon	City of Escalon	25	2 (48)	Jan. 1989
Growth Manage- ment Ordinance	City of Escalon	City of Escalon	Not Available	2 (49)	Mar. 1988
Zoning Ordin- nance Enforce	City of Escalon	City of Escalon	Not Available	2 (49)	Ongoing
Inclusionary Zoning	City of Escalon	City of Escalon	Prontage of d.u.s	2 (49)	Jan. 1989
Application of General Plan Goals, etc.	City of Escalon	City of Escalon	Not Available	3 (50)	Ongoing
Provision of Public Services	City of Escalon	City of Escalon & other	40-50 per year	3, 4 (51, 52)	Annually
Section 8 Program	Housing Authority	дин	15-20	2, 4 (48, 51)	Ongoing
Planned Dis- trict Zone	City of Escalon	City of Escalon	Not Available	4 (52)	Ongoing
FmHA and Self Help Housing	City of Escalon	FmHA	Not Available	4 (52)	Jan. 1989
Fair Housing Study & Policy Review	S.J. County & City of Escalon	Local	Not Applicable	5 (53)	Jan. 1990
Equal Housing Opportunity	City of Escalon	City of Escalon	Not Available	5 (53)	Ongoing



ORDINANCE NO. 286

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF ESCALON REPEALING ORDINANCE NO. 178-(GROWTH MANAGEMENT) AND ADOPTING A NEW GROWTH MANAGEMENT ORDINANCE

THE CITY OF ESCALON DOES HEREBY ORDAIN AS FOLLOWS:

ARTICLE I: REPEAL ORDINANCE NO. 178

Section 1: Ordinance No. 178 and all amendments thereto including Ordinances Nos. 202, 263, and 278, are repealed and replaced by the following provisions of this ordinance.

ARTICLE II: GROWTH MANAGEMENT

- Section 2.1: Purpose. The City Council of the City of Escalon hereby finds and determines:
- A. The City of Escalon has adopted a General Plan which calls for continued review and improvement of zoning and subdivision ordinances which for residential purposes are to achieve the following objections:
- 1) To maintain and promote the distribution of residential densities as prescribed by the General Plan Map;
- To maintain and promote economically, physically, and socially viable residential neighborhoods;
- 3) To preserve viable agricultural land to the maximum extent possible in the development and expansion of residential areas;
- 4) To promote development of educational, recreational, and other necessary public facilities contributing to desirable residential areas.
- B. Inadequately planned speculative residential development has sometimes created in the past, and unless controlled in the future, will create or aggravate the following conditions:
- Wasteful construction of public facilities on a crisis basis;
 - 2) Overburdening of municipal services and utilities;
 - Increases in tax costs in excess of tax gains;
- 4) Premature and inefficient commitment of prime agricultural land to urbanization;
 - 5) Environmentally detrimental development patterns.
- C. Zoning ordinances alone cannot provide the comprehensive types of development review procedures which will ensure a high level of environmental protection, sequential orderly development, and achievement of other goals set forth in the General Plan.
- D. It is therefore the purpose of this ordinance to provide an equitable method for utilizing limited municipal services and utilities; to provide a method whereby the demand for all city services to the citizens of the community are adequately met; and to control future rate and distribution of growth.
- F. Annexations of land for future subdivision purposes contribute to growth problems for the City. It should be the policy of the City Council to carefully review annexation proposals for their impact on City services and the growth problems they may create or increase.

Section 2.2: Definitions:

- A. "City Council" shall mean the City Council of the City of Escalon.
- B. "Lots of Record." Lots of Record are those legally in existence and shown, as such, on the last equalized tax roll by the San Joaquin County Assessor.

- C. "Dwelling Unit." A Dwelling Unit for the purpose of this ordinance is a single unit providing complete, independent living facilities for one or more persons including permanent provisions for living, sleeping, eating, cooking and sanitation.
- D. "Subdivision Unit." A Subdivision Unit for the purpose of this ordinance is a subdivision having more than four parcels, is a portion of a tentative map and the entire unit is assigned a tract number by the county surveyor.

Section 2.3: Findings.

The City of Escalon has considered the effect of the adoption of this ordinance on the housing needs of the region in which the City of Escalon is situated and balanced those needs against the public service needs of its residents and available fiscal and environmental resources.

Pursuant to Section 65863.6 of the Government Code, the City Council makes the Collowing findings as to the public health, safety, and welfare of the City of Escalon to be promoted by the adoption of the ordinance which justify reducing housing opportunities of the region:

- Λ . Prior to adopting this ordinance the City Council considered the housing needs of the region in which the City of Escalon is situated and balanced those needs against fiscal and environmental resources.
- B. The San Joaquin County Council of Governments (CCG) completed a study entitled "San Joaquin County Market Rate Fair Share Housing Allocation, for the Years 1986-90." That study concludes that the City of Escalon's fair share of future housing needs for the San Joaquin County area varies from 71 new units a year in the fiscal year 1986-87 to 75 units per year in the fiscal year 1991-72. The Escalon Planning Commission has considered and adopted COG's allocation of Escalon's fair share of future housing needs in San Joaquin County. The Planning Commission incorporated the same in the March, 1987, draft of the Housing Element of the City of Escalon. The City Council does also hereby find and declare that Escalon's fair share of housing for the years ending in 1991-1992 is met by this ordinance.
- C. The water delivery capability of Escalon's water supply system will be at a maximum when 82 new residential units have been added to the units existing in June, 1986. Unless additional pumping capacity is added, the City will be unable to continue with the existing level of service.
- D. The Escalon sanitary sewer system treatment plant has a design capacity for 5,000 people. If 75 units of new residential dwellings are constructed each year, the present available capacity of the sanitary sewer plant will be used up in 6.7 years. The construction of new residential units must be limited to 75 per year, because the City does not have the financial resources at the present time to undertake a major expansion of the sanitary sewer to accompdate a greater rate of growth during the next five years.
- E. The City is located upon and adjacent to prime agricultural land which is a limited resource of state wide significance.
- F. A level of housing construction of 75 per year provides adequate expansion of the housing stock to accommodate both households formed from the local population and a reasonable share of those households expected to migrate to this area.
- G. This ordinance is intended to and shall assure that the rate of population growth will not exceed the City's ability to assimilate new residents and provide municipal services consistent with the maximum growth rates established in the General Plan. Regulation of the rate of growth is also intended to help provide the time needed to assess and overcome the resource limits which the City faces and to assure that if development must be limited by resource availability, those projects which best meet the City objectives for affordable housing, wise use of land and energy, and provision of public facilities will be allowed to proceed with minimum delay.

H. Regulation of the rate of residential development is a reasonable extension of municipal authority to plan overall development, in furtherance of the public health, safety, and general welfare. The public welfare requires growth controls to coordinate City planning and land regulation in a manner consistent with the General Plan; facilitate and implement the realization of General Plan goals which cannot be accomplished by zoning alone; prevent unplanned growth which has no relationship to community needs and capabilities; and encourage and facilitate development proposals which accomplish the objectives of the General Plan.

The semi-rural character of the community and the quality of live prevalent in the City of Escalon and its sphere of influence are of great importance and can best be preserved by limiting the rate of growth at the rate herein set forth. Limited growth is necessary to insure that traffic demands to not exceed the capacity of the streets that are in character with the City's semi-rural nature.

ARTICLE III: BUILDING PERMITS

This article is to regulate the issuance of building permits to implement the purpose of this Ordinance.

- Section 3.1: Maximum Number of Building Permits to be Issued Per Year. The maximum number of building permits for the construction of new single family dwelling units shall be 75 per year; However, the City Council may at any time adjust the maximum number to an amount not greater than ten (10) percent more or less for any given year, provided that the annual allotment for the next succeeding year shall be set higher or lower as the case may be, in order to redress any excess or deficiency.
- Section 3.2: Maximum Number of Building Permits to be Allocated Per Year. The maximum number of building permits available for allocation for the next succeeding year under Section 3.3 hereof shall be determined annually by the City Council at the first regular meeting in December, except for the number of permits available for allocation in 1988 which shall be determined by the City Council at the first regular meeting in January, 1988. This number shall be determined by reducing the annual allotment of building permits for the next succeeding year under Section 3.1 hereof by the following:
- A. Building permits set aside by the City Council for the next succeeding year for multi-family structures or use permits for mobile home park development pursuant to Section 3.4 hereof (this reduction shall be at the rate of one single family dwelling unit for each two multiple dwelling units or two mobile homes).
- B. The number of building permits set aside by the City Council for the next succeeding year for low income housing in accordance with the City's General Plan.

Section 3.3: Allocation of Building Permits. Building permits shall be allocated once per year. Applications for allocation of building permits for the next succeeding year shall be received by November 15, of each year. Applications will be accepted only for lots for which the final map has been recorded by the date the application for allocation is filed (except for applications for 1988 for which the final map must be recorded by December 31, 1987) and which are accompanied by the application fee set by resolution of the City Council. If the total number of allocations requested does not exceed the maximum number of permits allocable, each applicant will be allocated the number of building permits requested. If the total number of allocations requested does exceed the maximum number of permits allocable, each applicant will be allocated an equal number of the allocable building permits. If the maximum number of permits allocable is not equally divisible by the number of applicants, the excess above the number equally divisible shall be allocated to the applicants by random drawing for each permit, with the recipient ineligible to compete for the next permit. If the number so allocated exceeds the number requested by an applicant, the excess permits shall be allocated to the remaining applicants equally, provided there is sufficient excess to do so; if not, the excess shall be allocated to the remaining applicants by random drawing for each permit, with the recipient ineligible to compete for the next permit. If an applicant has not filed an application for an allocated building permit by November 15, of the year for which the permit was allocated, that allocation shall be lost. If an allocated permit for which an application for a permit has been filed is not picked up by December 31 of the year for which the permit was allocated, that allocation shall be lost.

Section 3.4: No building permits for mobile home park development, dwelling structures containing two or more units, or lots containing two or more dwelling units, shall be issued until the building permit or use permit application is first approved by the City Council.

Section 3.5: The following types of projects are exempt from the provisions of this λ rticle:

- B. Rehabilitation or remodeling of an existing dwelling, or conversion of apartments to condominiums, so long as no additional dwelling units are created;
 - C. Any commercial, governmental and/or industrial development.

ARTICLE IV: TRANSITION

The purpose of this λ rticle is to allow orderly transition into this ordinance.

Section 4.1: <u>Conflicts</u>. Where this Ordinance regulating the submission of subdivision maps and the issuance of building permits is inconsistent with prior ordinances, this Ordinance shall control and to that extent said prior ordinances are superceded.

Section 4.2: <u>Validity</u>. If any section, subsection, sentence, clause or phrase of this Ordinance is for any reason held to be invalid or unconstitutional by the decision of any court of competent jurisdiction, such decision shall not effect the validity of the remaining portions of this Ordinance in each subsection, section, sentence, clause and phrase hereof irrespective of the fact that any one or more of the sections, subsections, clauses or phrases of the Ordinance be declared invalid or unconstitutional.

Section 4.3: This Ordinance Shall Take Effect Immediately. This Ordinance is passed for the immediate preservation of public health, peace, and safety and shall take effect immediately. The urgency is based upon the limited domestic sewerage capacity of the City's sewerage system, the excessive number of requests for annexations, and for development of single family and multiple family residential units.

Section 4.4: This Ordinance shall be published one time in the Escalon Times, a newspaper of general circulation, within fifteen (15) days from and after its passage and adoption.

The foregoing Ordinance was introduced at a regular meeting of the City Council of the City of Escalon held on the 2nd day of November, 1987, and finally passed and adopted by said Council at the regular meeting held on the 2nd day of November, 1987, by the following vote:

AYES: Council Members: Beeman, Ennis, Fulton, Vilen and Mayor Gentry

NOES: Council Members: None

ABSENT: Council Members: None

Lynn Hentry, Mayor

ATTEST:

Jack B. Storne, City Clerk

1



